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ABSTRACT

This report covers the Council on Adult Education's operation from September 1979 to December 30, 1980. The report outlines the annual activities, describes the Council's program, and gives a status report on the process developed to obtain input on the development of recommendations for the reauthorization of the Adult Education Act, which expires in 1983. During the period of time that this report covers, the Council completed recommendations on the organizational structure of the Office of Assistant Secretary for Vocational and Adult Education in the Department of Education, and published three extensive reports which will serve as basic references as the new Administration and the Congress formulate a federal policy relating to adult learners. A major part of the annual report is devoted to a preview paper on adult learning programs. In this paper, the Council notes that we know that most adult learning is self-directed and often done independently of structured educational institutions, and that adult education activities and adult earning opportunities are increasing. Under these conditions, the paper suggests ways in which organizational changes might enable the federal government to accomplish more than it now does with existing educational programs. The paper encourages linkages and cooperation that may be facilitated by organization charts and job descriptions, but depends, in the final analysis, upon the leadership at the top and the good will and common sense of the rest of those involved. The annual report also addresses the issue of administrative costs for adult education and makes recommendations for use of funds. (KC)

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National Advisory Council on Adult Education

REPORT '80

JULY 1981

CE 030 610

U.S. DEPARTMENT OF EDUCATION
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National Advisory Council on Adult Education

Sec. 313(a) The President shall appoint a National Advisory Council on Adult Education (hereinafter in this section referred to as the "Council").

(b) The Council shall consist of fifteen members who shall, to the extent possible, include persons knowledgeable in the field of adult education, State and local public school officials, and other persons having special knowledge and experience, or qualifications with respect to adult education, including education for persons of limited English-speaking ability in which instruction is given in English and, to the extent necessary to allow such persons to progress effectively through the adult education program in the native language of such persons, and persons representative of the general public. The Council shall meet initially at the call of the Secretary and elect from its number a chairman. The Council will thereafter meet at the call of the chairman, but not less than twice a year. Subject to section 448(b) of the General Education Provisions Act, the Council shall continue to exist until October 1, 1984.

(c) The Council shall advise the Secretary in the preparation of general regulations and with respect to policy matters arising in the administration of this title, including policies and procedures governing the approval of State plans under section 306 and policies to eliminate duplication, and to effectuate the coordination of programs under this title and other programs offering adult education activities and services.

(d) The Council shall review the administration and effectiveness of programs under this title, make recommendations with respect thereto, and make annual reports to the President of its findings and recommendations (including recommendations for changes in this title and other Federal laws relating to adult education activities and services). The President shall transmit each such report to the Congress together with his comments and recommendations. The Secretary of Education shall coordinate the work of the Council with that of other related advisory councils.

July 1981

This report is published under provisions of the Adult Education Act and the Federal Advisory Committee Act.

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National Advisory Council on Adult Education, 1981

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An Overview—1980

The National Advisory Council on Adult Education is appointed by the President of the United States through provisions of the Adult Education Act. The fifteen members are responsible for reviewing the administration and effectiveness of programs under the Act, and making recommendations and changes in Federal laws relating to adult education activities and services.

This report covers the Council's operation from September 1979 to December 30, 1980.

The report outlines the annual activities, lists the members, describes the Council's program and gives a status report on the process developed to obtain input on the development of recommendations for the reauthorization of the Act which expires in 1983.

During the period of time which this report represents, the Council not only completed recommendations on the organizational structure of the Office of Assistant Secretary for Vocational & Adult Education in the new Department of Education, it also published three extensive reports which will serve as basic references as the new administration and the Congress formulate a Federal policy relating to adult learners.

The first publication contained seven sections dealing with adult learning terminology, definitions found in the Act, terms in the rules and regulations, legislative terms, school finance and tax terms, adult education associations and organizations and a listing of selected Presidential advisory councils dealing with education. The publication titled, "Terms, Definitions, Organizations and Councils Associated with Adult Learning" was assembled by the Program Liaison Committee of the Council.

In September 1980, a report was completed on State Advisory Councils on Adult Education. This report, also compiled by the Program Liaison Committee, was based on an interview survey which the Council conducted. The report outlined the status of state councils and provided examples of the structures for councils in several states.

A History of the Adult Education Act was published in December. This report was the effort of the Council's Governmental Relations and Legislation Committee. A historical overview of the origins of the current Federal role in adult education was examined. The report traces adult education legislation from 1964 through 1978, and includes legislative information together with program statistics.

The Council is committed to continued exemplary advisory leadership in adult education. The challenge of continued growth and development of adult learning services is being met through a partnership between the Federal government, State Departments of Education, local agencies and community based organizations in concert with the business and industrial community. This past year was pivotal to the Council in its efforts to design a sound and economical plan for reauthorization efforts which can be based upon the issues and concerns of the adult education client and the proper role of Federal governance.

A major development affecting public school adult education occurred when the Department of Education was created and for the first time since the Adult Education Act was passed in 1965, a position was created by Congress which charged an Assistant Secretary of Education with responsibility for adult and vocational education. The new office was formulated in the context of a number of proposals designed to alter and upgrade the status and commitment of adult education. The Council recognized the need for in-depth analysis of the structure and functions of a Federal office and consequently developed a preview paper and options on organizational structure and program placement.

The work completed during the year can assist President Reagan's administration and the Congress forge new directions and commitments to that population of American citizens who are in need of a helping hand in overcoming the blight of illiteracy.

Within the context of evaluation, public forums, reauthorization and sound planned change, the National Advisory Council on Adult Education is moving forward to complete a series of recommendations on adult education public policy.

Maxie C. Jackson, Jr.

Maxie C. Jackson, Jr.
Chairperson
June 1980–Present

Andrew G. Donaldson
Chairperson
December 1979–June 1980

From the Executive Director. . .

Advisory councils can be of great value. They contribute to the "openness" of governments and decision-making, and provide advice, information, and recommendations not otherwise available to the government.

The functions of the National Advisory Council on Adult Education (NACAE) range from providing broad policy advice on major national issues of adult learning to providing specific technical recommendations on particular problems. Reports are one way that the Council uses to tell its story and impact on public policy. This report is the last in a series of four reports which the Council published for 1980.

The Council has completed its first decade. From its inception in March of 1971, the Presidential appointees have placed their major effort in the governmental relations and legislative arena. In that ten year period, the Council has assembled an enviable record of citizen involvement in participatory democracy. A brief glance at the Council's record indicates:

- The Congress of the United States initiated legislation in January 1969 which established the Council. The legislative mandate was signed by the President on April 13, 1970.
- On July 15, 1970, the first fifteen Presidential appointees were named.
- The first meeting the Council called was in Washington, D.C. on March 3, 1971.
- The Executive Director was named by the Council on April 10, 1971.
- Between March 3, 1971, and December 1980, the Council has held 50 full Council meetings. In addition to these Council sessions, the standing and ad hoc committees have met 238 times.
- There have been 58 members appointed to the Council. Nine individuals have been reappointed.
- Ten terms for Chairman and Vice Chairman have been filled.
- Council members have been appointed from 32 states and the District of Columbia.
- Three Presidents have appointed 20 women and 38 men.
- The race/ethnic composition of the Council has included; 2 American Indians, 5 Asians, 5 Hispanics, 10 blacks, and 36 white persons.
- The Council has been asked to testify before Congressional Committees a total of 23 times.
- 26 reports have been published by the Council.
- The Council has served 1 democratic and 3 republican Presidents and their administrations.
- Meetings of the full Council have been held in 21 states and the District of Columbia. Committee meetings have also been held in locations other than Washington, D.C. Whenever possible, meetings of the Council have been held in concert with other adult education conferences and activities.
- Council members and/or staff have participated in adult education activities in every state of the nation with the exception of Hawaii.
- The Council has had a major role in amending the Adult Education Act seven times between June 23, 1972, and the Education Amendments of 1978 P.L. 95–561).
- During the tenure of the Council, it has worked with 6 U.S. Commissioners of Education and 2 Secretaries of Education.

These are only a handful of the items which tell the story of the Council and its activities. In addition to the obvious "benchmarks" of the Council's ten year history and the activities covered in this report, there are the day-to-day responsibilities for the conduct of the Council's affairs. "Getting things done" is the motto of the Council's members and its staff.

The legislative mandate of the National Advisory Council on Adult Education includes making recommendations to the President for changes in the Adult Education Act and other Federal laws relating to adult education activities and services. In the process of formulating its recommendations, the Council obtains input from the broadest possible spectrum of adult education practitioners, researchers, administrators and students. Information from these sources constitutes an invaluable data base, integral to the formulation of valid recommendations for Federal laws and policy.

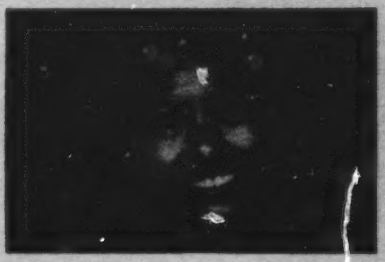
Anticipating the imminent expiration of the present Adult Education Act in 1983, and desirous of making comprehensively formed recommendations for a new law and/or amendments, the Council in early 1980, determined to gather data from all sections of the nation from the most knowledgeable participants associated with adult education. To accomplish that goal, the Council decided that a series of public meetings would be the mechanism employed for collecting data. This report reflects the first stages of the data gathering process.

Members and the staff can point with pride to the accomplishments of the Council, however, this Council and this nation must continue with all haste to vanquish adult illiteracy. It is that goal toward which we strive.

Gary A. Eyre

Gary A. Eyre
Executive Director

Presidential Appointees to the National Advisory Council on Adult Education



Noelia G. Baldazo
Seattle, Washington
May 6, 1980–Present

Andrew G. Donaldson
New York, New York
August 28, 1979–Present

Donnie M. Dutton
Fayetteville, Arkansas
August 28, 1979–Present

Irby D. Engram, Sr.
Fairburn, Georgia
May 6, 1980–Present

Mildred T. Nichols
Providence, Rhode Island
August 28, 1979–Present

Leonard Schneiderman
Indianapolis, Indiana
August 28, 1979–November 5, 1980

Bobbie L. Walden
Montgomery, Alabama
August 28, 1979–Present

Bernadette P. Phillips
Miami, Florida
August 28, 1979–Present

Lily Lee Chen
Monterey Park, California
August 28, 1979–November 5, 1980

Michael E. Crawford
Davenport, Iowa
May 6, 1980–Present

Reva A. Crawford
Philadelphia, Mississippi
August 28, 1979–November 5, 1980

Helen H. Huff
Boise, Idaho
May 6, 1980–Present

Maxie C. Jackson, Jr.
East Lansing, Michigan
August 28, 1979–Present

Edward J. Mortola
New York, New York
May 6, 1980–September 30, 1980

James A. Woods, S.J.
Chestnut Hill, Mass.
August 28, 1979–November 5, 1980

Geographic Distribution of Council Members

Council Meetings

The Council meets under provision of the Adult Education Act and at the call of its elected chairperson. Between September 1979 and December 1980, the total Council met on six occasions.

- **Arlington, Virginia and Washington, D.C. September 20–21, 1979**
  - — Orientation session and oath of office ceremonies at the White House for 10 new members who were appointed on August 28, 1979
  - — Development of organizational liaison activities
  - — Standing and Ad Hoc Committee structures
- **Washington, D.C. October 24–26, 1979**
  - — Area workshops
  - — Recommendations for White House Conference on Families
  - — Ford Foundation Study on Adult Illiteracy in the United States
  - — Recommendations on appropriations
  - — Assessment project on the operation of the Adult Education Act State Grant Program
  - — Publication plans
- **Washington, D.C. December 6–8, 1979**
  - — Congressional oversight hearings
  - — Review of USOE reporting requirements
  - — Reorganization Act for the Department of Education
  - — National Gold Medallion Award to the Council
  - — Transition Team activities
  - — Recommendations on rules and regulations
  - — Election of Officers
  - — Reauthorization hearing format
- **Kansas City, Missouri April 14–16, 1980**
  - — Missouri Valley Adult Education Conference
  - — Salute to Learning Day
  - — Recommendations on adult education in the Department of Education organizational structure (refer to Preview Paper beginning on page 14.)
  - — House Appropriation Testimony
  - — Public hearing on the reauthorization of the Act. The hearing was attended by 73 people of which 27 individuals presented verbal and written statements in 4½ hours
  - — Survey on State Advisory Councils
- **Washington, D.C. June 18–21, 1980**
  - — Orientation of five new members and oath of office ceremonies at the White House
  - — Election of officers
  - — The General Educational Development (GED) test
  - — 5% state administrative cost factor: Section 315(b)
  - — Reauthorization process and visitations for Northeastern Hub
  - — National priorities for discretionary funds
  - — Appointment of the first Assistant Secretary for Vocational and Adult Education
  - — Publications on Terminology and A History of the Act
- **Seattle, Washington September 17–19, 1980**
  - — State program visitation highlights and state hearings
  - — Information brochure regarding the Council
  - — Continuing resolution and state allotments
  - — Public hearing on the reauthorization of the Act. This hearing, during the Council meeting, was in addition to hearings held in Alaska, Idaho, Oregon, and Washington which preceded the full Council meeting
  - — Special population—refugee assistance
  - — Assessment study of the Council
  - — Recommendations on appropriation testimony
  - — Modifications to reauthorization hearings
  - — Council status report
  - — Community education

Public Hearings

The National Advisory Council on Adult Education is charged by public law (P.L. 95–561, Title XIII, Part A) to advise on policy matters arising in the administration of the Act (Section 313(c)). In May of 1971, the Council developed recommendations on regulations and on technical amendments to the Act together with testimony on appropriations.

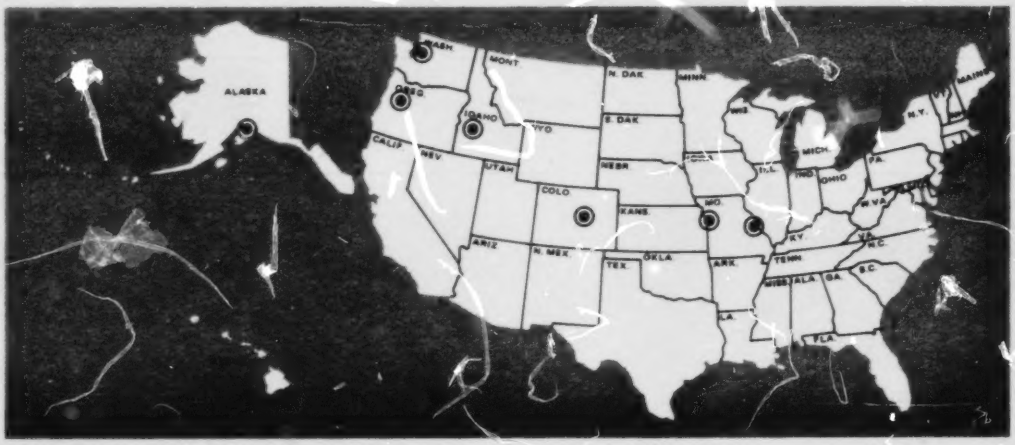
In 1977 and 1978, the Council conducted a series of Futures and Amendments regional meetings to address the existing legislation, examine possible changes which might improve the delivery of services, increase administrative efficiency and economy, increase operational impact, and, in general, increase the return on the investment of Federal, state, and local adult education resources. As a result of those meetings, the Council submitted recommended changes in the Act to the President, the Administration, and the Committees of Congress having concern for adult education. Many of the Council's suggestions were included in the Education Amendments of 1978 which passed the Congress and was signed by the President on November 1, 1978.

The Federal Adult Education Act will expire at the close of the 1983 fiscal year. Prior to that time, recommendations must be proposed to the President and Congress for the revision of this legislation and/or the development of new legislative policy. The Council recognized in December of 1979 the critical need for input into the legislative planning process from the broadest possible spectrum of adult education practitioners, researchers, clients, potential clients, administrators and the lay public. In order to set in motion a reauthorization process, the Council laid the foundation for conducting public hearings at its December 1979 meeting.

The first public hearing on reauthorization was conducted at the Missouri Valley Adult Education conference in Kansas City, Missouri, April 16, 1980. Representatives from six states testified before the Council on issues, concerns, problems, and procedures for changes in the Adult Education Act. Six other public hearings have been held and the plan calls for eleven additional hearing sites plus a National Wrap-up meeting in April of 1982.

The Council is dedicated to the operational philosophy of participatory involvement of as many individuals and groups as possible in order to focus a spotlight on the items needed to ensure the finest Federal legislative effort possible in addressing the learning needs of the population for which the Act was initiated.

The results of hearings, Council meetings, program visitations, and future workshop sessions will formulate the basis for the Council's legislative recommendations in the summer of 1982.



Kansas City, Missouri
April 16, 1980
Missouri Valley Adult Education Association

Boise, Idaho
September 15, 1980
Hearing prior to Council meeting

Salem, Oregon
September 15, 1980
Hearing prior to Council meeting

Seattle, Washington
September 15 and 18, 1980
Regional Hearing during Council meeting

Anchorage, Alaska
September 15, 1980
Hearing prior to Council meeting

St. Louis, Missouri
November 5–6, 1980
National Adult Education Conference

Denver, Colorado
December 4, 1980
National Community Education Conference

Future Public Hearings

In addition to the seven public hearings already held on the reauthorization of the Act, the Council plan calls for ten public hearings and two hearings during the National Adult Education Conference which takes place in October 1981.

A National "wrap-up" session will be held in the spring of 1982. This session will address the existing legislation, wrestle with possible changes which would improve the delivery of services, and increase the involvement of state education agencies and community based organizations. The "wrap-up" format will bring together a wide range of people to examine the data which will have been analyzed from the state, regional, and national hearings. From the data and the "wrap-up" session, the Council will derive its recommendations for transmittal to the President and the Congress.

Nashville, Tennessee
February 19, 1981
Regional Hearing During Council Meeting

Meridian, Mississippi
February 16, 1981
Hearing Prior to Council Meeting

Bessemer, Alabama
February 17, 1981
Hearing Prior to Council Meeting

Memphis, Tennessee
February 17, 1981
Hearing Prior to Council Meeting

Baton Rouge, Louisiana
February 17, 1981
Hearing Prior to Council Meeting

Indianapolis, Indiana
February 24, 1981
Mid-American Regional Conference

Washington, D.C.
March 9, 1981
Legislative Workshop of the Council of Chief State School Officers

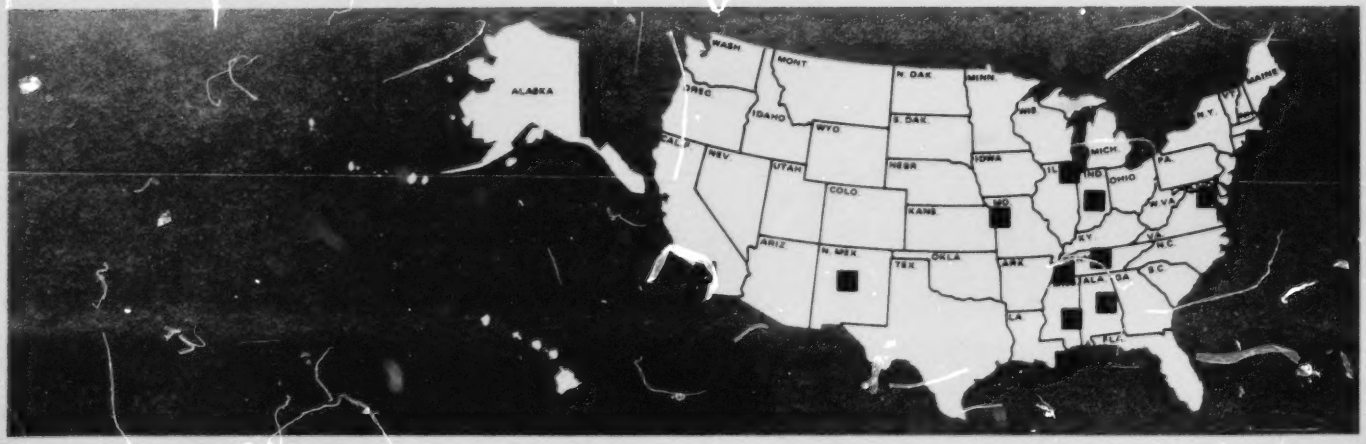
Providence, Rhode Island
April 15–16, 1981
National Adult Basic Education Commission Conference

Chicago, Illinois
September, 1981
Regional Hearing

Anaheim, California
October 30–31, 1981
National Adult Education Conference (2 hearings)

Albuquerque, New Mexico
February, 1982
Southwestern Regional Hearing

Kansas City, Missouri
April 1982
National "Wrap-Up" Session

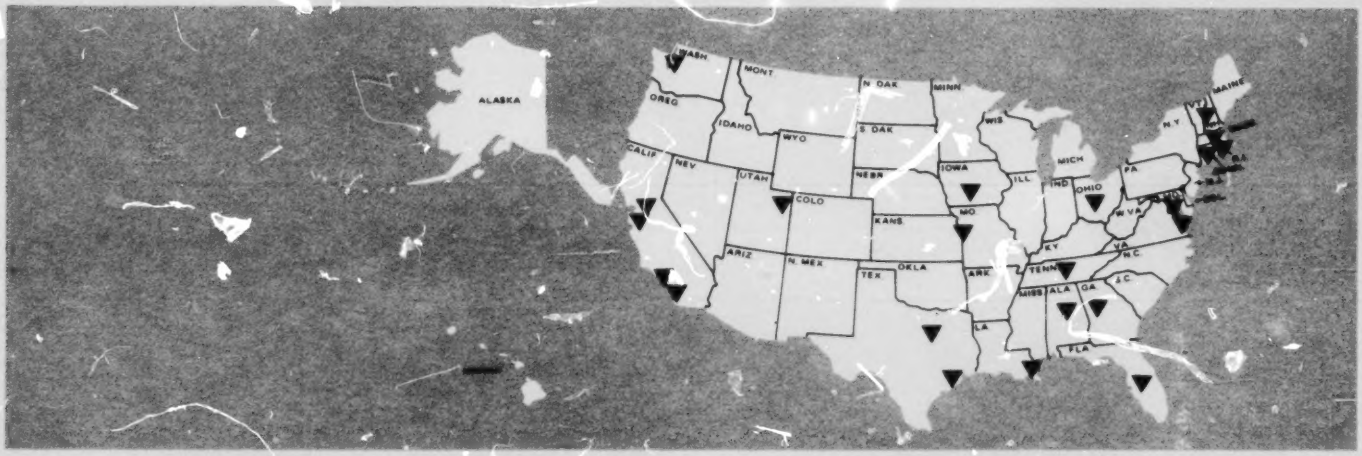


Program Visitations

In order to provide Council members and staff an opportunity to attend state and local adult education activities such as conferences, workshops, and to gain insight to program operation, the Council includes in its annual operational plan resources for visitations. Council members generally attend activities within their own state or region.

The program visitation policy provides adult educators and clients with an increased awareness of the Council and its activities and facilitates communication on adult learning issues. Upon the completion of a visitation, the Council member files a written report. During the 16 months covered by this publication, there were 25 program visitations in addition to regular Council meetings, hearings and committee work.

Program Visitation Sites



Adult/Vocational Education—*San Diego, California*
Eastern Regional State Directors—*New Orleans, Louisiana*
Urban Policy—*Washington, D.C.*
Western Regional State Directors—*San Diego, California*
State Continuing Education Association—*Seattle, Wash.*
Association of California School Administrators—*Sacramento, California*
Community Education and Adult Services—*Auburn, Mass.*
Indian Adult Education—*Dallas, Texas*
Indian Adult Education—*Vernal, Utah*
Community Education Liaison—*Los Angeles, California*
Southern Regional Adult Educ. Conference—*Birmingham, Alabama*
Northeastern Regional State Directors—*Providence, R.I.*
California Local Directors—*San Jose, Calif.*
Federal Policy Development—*Washington, D.C.*
American Association of Higher Education—*Washington, D.C.*
Competency Based Education—*Orlando, Florida*
Area Workshop for Directors—*Kansas City, Mo.*
Area Workshop for Directors—*West Lebanon, N.H.*
Chief State School Officers—*Des Moines, Iowa*
State Advisory Council—*Atlanta, Georgia*
Adult Basic Education—*Houston, Texas*
Virginia State & Local Directors—*Williamsburg, Va.*
General Educational Development (GED)—*Nashville, Tenn.*
Vocational Adult Educ. Research—*Columbus, Ohio*
Adult Literacy and Volunteers—*Hartford, Conn.*

Committee Structure and Activities

Federal legislation has established broad and complex responsibilities for the National Advisory Council on Adult Education. The Council recognizes the intent of the legislation to provide a means for including a variety of representation from throughout the populace in the policy making process of the Federal government.

Therefore, in order to best utilize the specialized knowledge and expertise of all its members, the policy of the Council is to apportion specific activities among its members, reserving ultimate review and approval authority for the vote of the entire membership.

In recognition of the vast and far-reaching responsibilities contained in its enabling legislation, the Council has a policy of conducting apportioned activities through the operation of committees or ad hoc committees which correspond to distinctly identifiable responsibilities contained in the legislation.

All committees act at appropriate times in accordance with their directives and under the policies established by the Advisory Council as a whole.

The composition of each of the Council's standing committees and an outline of the primary functions and responsibilities with which they are charged follows:

EXECUTIVE COMMITTEE*

December 1979–June 1980
Maxie C. Jackson, Jr.,
Chairperson
Lily Lee Chen
Reva A. Crawford
James A. Woods

July 1980–December 1980
Bobbie L. Walden,
Chairperson
Lily Lee Chen
Reva A. Crawford
James A. Woods

Functions and Responsibilities

- Assure fiscal oversight of the Council, its committees and its administrative structure.
- Develop, in accordance with U.S. Department of Education fiscal policy, an itemized budget for the support of Council needs and activities.
- Prepare current financial statements, including budget expenditures and item balances for presentation at Council meetings for Council action.
- Review expenditures and transfers of funds to ensure conformity with Council approved budgetary items.
- Make recommendations for contracts and services for Council approval.
- In exceptional circumstances between meetings of the full Council, the Executive Committee may act on behalf of the Council in matters relating to policy and expenditures. These emergency actions are subject to ratification by the Council as a whole.

GOVERNMENTAL RELATIONS AND LEGISLATION COMMITTEE*

December 1979–June 1980
James A. Woods,
Chairperson
Donnie M. Dutton
Mildred T. Nichols

July 1980–December 1980
James A. Woods,
Chairperson
Donnie M. Dutton
Edward J. Mortola
Mildred T. Nichols

Functions and Responsibilities

- Establish and maintain dialogue with the Executive and Legislative branches of Federal and state government.
- Maintain relationships with units in the Department of Education concerned with legislative activities associated with adult learning.
- Develop recommendations on Federal legislation.
- Develop recommendations on rules, regulations, and guidelines relating to Federal legislation.
- Develop testimony for use before congressional committees and at hearings on pertinent legislation and appropriations.
- Review proposed and/or new education legislation for its probable implications and impact on adults as learners.
- Receive and review state legislation relating to educational opportunities for adults.
- The committee shall make recommendations for action by the Advisory Council as a whole.

PROGRAM EFFECTIVENESS AND EVALUATION COMMITTEE*

December 1979–June 1980
Reva A. Crawford,
Chairperson
Leonard Schneiderman
Bobbie L. Walden

July 1980–December 1980
Reva A. Crawford,
Chairperson
Michael E. Crawford
Helen H. Huff
Leonard Schneiderman

Functions and Responsibilities

- Review ED program reporting requirements, data collection mechanisms, information compilation and reports.
- Monitor Federal evaluation studies.

- Prepare recommendations concerning evaluation designs, including the synthesis of the project (RFP 78–119), An Assessment of the Operation of the Adult Education Act State Grant Program.
- The committee shall make recommendations for action by the Advisory Council as a whole.

PROGRAM LIAISON COMMITTEE*

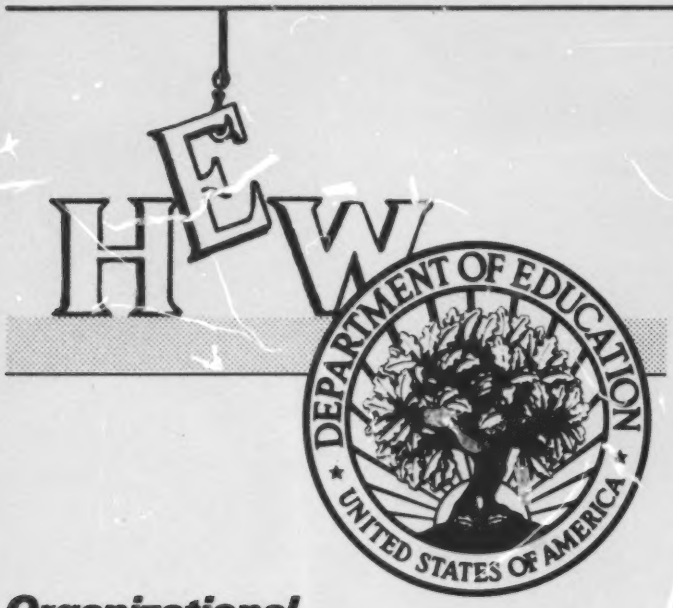
December 1979–June 1980
Lily Lee Chen, *Chairperson*
Bernadette P. Phillips

July 1980–December 1980
Lily Lee Chen, *Chairperson*
Noelia G. Baldazo
Andrew G. Donaldson
Irby D. Engram
Bernadette P. Phillips

Functions and Responsibilities

- Strengthen Council relationships with public and private organizations, associations, and agencies having direct or related concern for adult learning.
- Formulize a mechanism for periodic input of information from the field of adult education to the Council, and response by the Council to the field utilizing state advisory councils whenever possible.
- Maintain and strengthen relationships with the wide range of Federal agencies supporting adult learning activities, including liaison with the U.S. Congress and the Department of Education.
- Identify specific issues and concerns in the private sector concerning adult learning which may have impact on the Adult Education Act or be a consideration for future adult learning activities.
- Make recommendations regarding the issues and concerns of the private sector concerning adult learning which have been identified by the committee in terms of the appropriate Federal role.
- Assist in the maintenance of an adult education resource library.
- To suggest and support Council efforts which will promote public awareness of adult learning opportunities.
- The committee shall make recommendations for action by the Advisory Council as a whole.

* *The Council Chairperson serves on all committees as ex officio.*



Organizational Change— From HEW to the Department of Education

On October 17, 1979, the President of the United States signed the enabling legislation for the Department of Education and education took its place at the cabinet table.

The Council, in March 1974, made recommendations to the President and members of Congress that a single Federal agency be established with the responsibility for operating and coordinating all Federal education programs for adults. Between July and December 1979, the Advisory Council addressed the issue of organizational structure, program placement, and program linkages. At the Council's December 1979 meeting, the fifteen Presidential appointees authorized the development of an organizational plan which would stress adult learning as the prime structure for the adult education component to be housed in the Office of the Assistant Secretary for Vocational and Adult Education.

By early January 1980, a transition team had been named by the Secretary of Education. The Council was asked to select one of its members to serve on the team. Mr. Andrew G. Donaldson, Council Chairperson and Dr. Gary A. Eyre, Council Executive Director were asked to submit, on behalf of the Council, a Preview Paper suggesting an organizational structure for adult education and adult learning programs. On January 8, 1980, the following Preview Paper Proposal for Adult Learning Programs was submitted to the transition team leader, Dr. Juliette N. Lester.

The Council also completed a series of charts illustrating a structure for consideration.

PREVIEW PAPER: ADULT LEARNING PROGRAMS

Introduction

The Preview Paper Format does not alway fit the configuration of adult learning in this country or of Federal activities that affect adult learning.

There is neither a National nor a Federal policy concerning adult education. There is neither a comprehensive National nor a Federal program of adult education. We need to know more about how adults learn, how much they know, and their concerns for their own education and learning opportunities. We do know that most adult learning is self-directed and often done independently of structured educational institutions. We do know that adult education activities and adult learning opportunities are increasing. Adults are no longer content to leave the benefits of education solely to the young. We do know that many economic and societal forces are increasing the need for adult learning. It is generally foreseen that the need for adult learning is going to increase.

Under these conditions, this paper suggests ways in which organizational changes might enable the Federal government to accomplish more than it now does with existing educational programs. The paper encourages linkages and cooperation that may be facilitated by organization charts and job descriptions, but depends, in the final analysis, upon the leadership at the top and the good will and common sense of the rest of those involved.

I. Background

Adult Learning Programs within the new Department of Education are of two types:
1. social-problem centered
2. capacity-building

While these categories are not mutually exclusive (some social-problem centered programs also have capacity-building authorities), it is generally useful to view them in this dichotomy in terms of program purpose and origin.

Social-problem centered programs include the Adult Basic and Adult Secondary Education Program, Immigrant and Adult Indochina Programs, Adult Indian Education, Community Service and Continuing Education Program, Adult Basic Skills, Consumers' Education, and Women's Educational Equity Program. Also included in this category are the adult education components of such programs as Alcohol and Drug Abuse Prevention and Metric Education.

Capacity-building programs include the Fund for the Improvement of Postsecondary Education (FIPSE), the Institute of Museum Services, and Community Education. These programs seek to build state and local capabilities in delivering educational opportunities for adults. Social-problem centered programs relate directly to the Department of Education's goal of equal opportunity for every individual as well as to the goal to supplement and complement the efforts of States, local school systems and other instrumentalities. In addition, these programs usually relate to achieving some broader public policy. For example, the Adult Education Act owes its genesis to the Economic Opportunity Act of 1964 and is still regarded as an essential component in America's effort to eradicate poverty, while the Adult Indochina Program and

the Immigrant Adult Program assist persons of foreign cultures in becoming productive citizens of American society.

Capacity-building programs also contribute to the Departmental goal to supplement and complement the educational effort of the States, local school agencies and other systems providing education. Most directly, they promote improvements in the quality and usefulness of education by supporting innovative projects and developing educational resources.

All Adult Learning Programs are discretionary authorities except two, both the Adult Education Act (P.L. 95–561) and the Community Service and Continuing Education Program (HEA Title I-A) utilize a State Grant formula program. Federal involvement in these authorities is primarily through rules and regulations, monitoring, and technical assistance. However, both these programs also contain a national discretionary authority which provides for development, evaluation, and dissemination through projects funded directly through the Department of Education.

On November 20, 1979, a continuing resolution was signed into Law (P.L. 96–123) to fund education programs through September 30, 1980. This generally held funding at the level of the preceding year.

The FY'80 and FY'81 budget authorization and appropriations will be contained in the President's budget report which is scheduled for release to Congress in late January.

The FY'80 appropriation for the Adult Education Act is $105 million and the FY'81 OMB request will be $122 million for programs in FY'82 since the adult education program is advanced funded.

Other appropriation levels for FY'80 for some programs proposed to be housed in the Adult Learning Programs unit are shown in Table 1.

Adult Learning Programs are currently assigned to organizations under one of three rationales: by population to be served; by educational delivery system employed; or by organizational objective (e.g. School Improvement). Examples of programs and varying rationales are:

By Population Served:
Adult Education State Grant Program
Adult Education National Discretionary Program
Adult Immigrant Education
Adult Indochina Refugee Education
Adult Indian Education
Rural Education and Rural Families
Urban Education

By Delivery System Employed:
Community Service and Continuing Education
Alcohol and Drug Abuse Prevention

By Organizational Objective:
Fund for the Improvement of Postsecondary Education
Institute of Museum Services
Community Education
Consumers' Education
Women's Educational Equity

As currently administered, these Adult Learning Programs are assigned to five different organizational units: Assistant Secretary of Education (ASE); Bureau of Occupational and Adult Educational (BOAE); Office of Indian Education (OIE); Bureau of Higher and Continuing Education (BHCE); Bureau of School Improvement (BSI). Staffing levels for the various organizational units can be obtained from unit heads in the U.S. Office of Education or from OMB budget documents.

All these programs are administered directly from units in Washington, D.C. with no delegated responsibility to field staff offices. From 1967 to 1978, the Adult Education State Grant Program was delegated to USOE Regional Offices with one person, the Regional Program Officer, designated the responsibility for monitoring and technical assistance. A number of significant organizational realignments of these programs have occurred, many of these recently. From 1966 to 1970, the Community Service and Continuing Education Program was in the Bureau of Occupational and Adult Education, administered in the same Division as the Adult Education Program. More recently, the Consumers' Education Program and the Community Education Program were transferred from BOAE to the new Bureau of School Improvement. The Women's Educational Equity Program likewise was transferred into this new Bureau.

The history of these programs changing positions or being side-by-side to one another in relation to larger organizational units attests to a number of meaningful organizational relationships among these programs. However, as formerly and presently assigned among five different organizational entities, the Departmental goals to improve the coordination of Federal education programs, to improve the management and efficiency of these Federal education activities, and the goal to improve accountability are not being effectively served. No mechanism exists for developing coherent policy, priorities, and program thrusts among these differing programs, all of which are directed to the education and learning of adults and to improving the quality of adult life.

Table 1.

Basic Skills Improvements	$35.0 million
Alcohol and Drug Abuse Education	$ 3.0 million
Special Programs for Adult Indians	$ 5.8 million
Metric Education	$ 1.8 million
Consumers' Education	$ 3.5 million
Women's Educational Equity	$10.0 million
Community Schools	$ 3.1 million
Community Service and Continuing Education	$10.0 million

II. Summary of Problems, Issues and Opportunities

The votes of only one-fifth of those eligible to cast a ballot elected the present President. Many politicians believe that this massive lack of voting reflected a belief that government was not working, that the citizen was working for the bureaucracy rather then the bureaucracy working for the citizen, that the voter was helpless to change things—a reflection of a long litany of disenchantment with our public institutions. In the case of education, and it is believed that most voters think of public programs financed by Federal, State and local taxes when they think of education, this disenchantment may have

gone back to the sixties when great expectations were aroused that new expenditures on education could cure a variety of problems in our society. Somehow this pendulum seems to have swung to the "Proposition 13 mentality" that money spent on public education is mostly wasted.

Political Climate:

The political climate for adult learning programs is very favorable. Interest in adult education/learning is reaching boom proportions with more men and women back in school today than ever before.

Enrollment in public adult education/learning is leaping upward at close to 12 percent a year, compared with a growth rate of less than 2 percent for elementary and secondary schools.

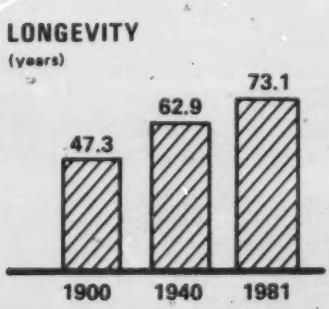
A big and growing force is becoming evident in national life today: the legions of adults whose numbers will dominate America for the rest of this century and beyond.

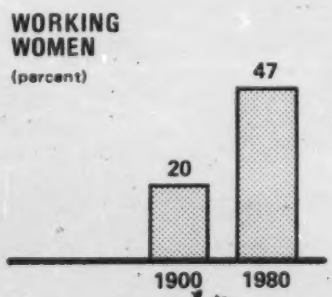
In a society where the median age of its 225 million plus population will increase more than two years every decade, the impact of sheer numbers alone will create new societal demands and priorities. It is unlikely that any aspect of American life will remain unchanged.

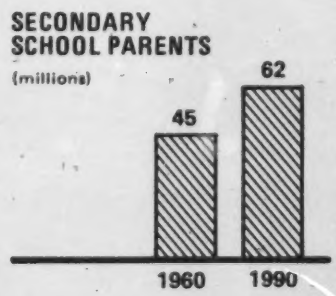
Awareness of these demographic trends and an understanding of societal change by state boards of education, staff in the new Department of Education, and local constituent publics becomes a crucial first step in departmental planning for the future.

The American Association of School Administrators (AASA) recently completed a slide/tape presentation titled "A Profound Transformation" which illustrates a change which affects every facet of American life and education in particular. There is a basic shift in the age mix of our society--fewer children, more adults and increased numbers of older adults. The following will help substantiate the point:

- A dramatically declining fertility rate since 1957 creates a larger proportion of elderly people and a smaller proportion of the young.
- Within 12 years, if present trends continue, 1 out of every 5 Americans—20%—will be at least 55 years old. By 1990, for the first time in our history, the number of people 55 and over will be larger than the school-aged group.
- Social security and pension funds, already under pressure, will need to seek additional dollars to support the swelling ranks of the retired. In 1967, General Motors reported that for every retiree drawing a pension, there were 10 workers on its payroll. Today, that ratio has fallen to 1 to 4.
- Improved medical and health care has swelled the numbers surviving to old age, pushing longevity to new highs each year. In 1900 life expectancy was 47.3 years. By 1940 it had reached 62.9 and in 1981 is an astounding 73.1.
- Changing attitudes about employment, marriage, contraception, abortion, divorce, and family size have all combined to produce this steadily downward trend for the fertility rate and decrease in live births.
- 38.6 million women now work or are actively seeking jobs. This constitutes 47 percent of all the women in the nation—up from approximately 20 percent in 1900.
- The college age and young adult group reached its peak in 1980 and is starting a continuing decline into 1990 and beyond. These figures are a good indication that college enrollment, already generally declining, will fall even more sharply in the years to come. They also tell a great deal about our future employment problems. Whether entering from high school or college, most of these young people go directly into the labor market at some point during their membership in this age group.
- Of prime interest to educators is the 35–54 year old cohort—who have typically been viewed as secondary school parents. There is a steady increase from approximately 45 million in 1960 to about 62 million in 1990.
- Another important trend for educators is what is happening with the 55 and over age group. These figures surely portend a shift away from the youth culture that's been so prevalent in the past 10 years.
- As educators look to the future, they are faced with a significantly changing societal structure—the consequences of which may alter greatly the educational delivery system of this country.
- A broader spectrum of age groups will be seeking more education to help cope with the rigors of mid-life career changes, rapidly advancing technology, swiftly shifting social values, a volatile job market, increased leisure time, and greater longevity.
- ADULT LEARNING OPPORTUNITIES—THE WAVE OF THE FUTURE IN AMERICAN EDUCATION







A new political factor that is coming into existence is the growth in the number of tax-paying families who will have no children enrolled in tax-supported schools. Among age groups, the highest percentage of voting is by the middle-aged. The next most active are the aged. The voting record of the young is very low. Generally, the rich and middle-class vote in higher proportion than do the poor. There is no evidence that the middle-aged, middle-class voter sees any urgent need to spend more tax funds on adult learning opportunities, although this is the class which is providing most of the growing number of adult learners. While the political climate might change, at present it would seem to be hostile to increased spending for public education, including public adult education.

There seems to be a certain irrationality involved in the political climate toward education. The most popular argument against a Department of Education went like this: We created a Department of Energy and now we have lines at the filling station and gasoline is up to $1 a gallon, therefore, a Department of Education would worsen, not improve, the condition of education in America. The citizens who swallowed this nonsense may be in dire need of some adult education, but they do not seem likely to impose new taxes upon themselves to obtain it.

The curious attitude of the voter toward education might be summed up in the fact that in the lexicon of political rhetoric, "learning" is a positive word and "education" is a negative one.

Public Perceptions and Concerns:

Adult education, used as an umbrella term, causes a majority of the electorate to think of literacy classes for the poor and recreational and cultural courses for the well-to-do. In short, most voters think of adult education as a program for someone else. Yet more and more adults are participating in adult learning. Learning brought on by a housewife's desire to return to the work force (or the necessity for her to do so) or by the desire of a middle-aged person to change for a more interesting or more remunerative career is on the increase. But these adult learners are not yet a constituency in the electorate that is calling upon politicians to provide better and more accessible and more suitable learning opportunities for them. Still, it is quite possible that, as more adults resume learning to improve their jobs or enrich their lives, they may turn, in this decade, upon the politicians and say, "Why have you failed to meet my learning needs?"

State/Local Government Interests:

The big increase in taxes and the big increase in public bureaucracy has been at the State and local level. A portion of this growth has been caused by Federal grant programs which required matching funds or matching efforts or both. State and local governments are becoming wary of Federal programs which provide funds to start a new program and then, once the program has established a clientele, look to the State and local governments to fund the programs.

Congressional Issues:

There are some Congressmen who are keenly aware of the importance of adult/learning education, but it is not among the components of education where a lawmaker's vote might determine whether that person is re-elected or not. Career change needs and life change needs may make adult learning more of a cutting issue before the decade of the 1980's ends—particularly among middle-class college graduates.

Members of Congress are expressing concern for more outreach and expansion of education programs.

Program Interest Groups:

Minorities, women, the handicapped and other groups do form themselves into political pressure organizations to make demands for adult learning programs. However, most of the interest groups involved in adult education lobbying are purveyors rather than consumers. Thus, for example, community colleges fight over funds and turf with four-year colleges and local education agencies. Some four-year colleges, it is charged, are more concerned with how they can get more adult students (and more tuition from them) than with how they can improve existing programs to provide better service for the part-time adult student. The part-time adult student rarely belongs to an organization that is lobbying for a program more suited to the student's need than what is now available.

Major Research and Evaluation Studies:

One of the most urgent needs in the area of adult learning is for a blue-ribbon task force to take a look at existing studies and to determine if they can provide a way to evaluate the knowledge and need for knowledge about the majority of students who are not engaged in planned study. We need to find ways to engage adults in learning rather than continually examine those who are now in programs. The non-learner is the problem. Studies must be quality in nature and not quantity.

The new Department of Education must start a major program to find out how to help the majority of the adult population to meet their learning needs.

There is a new problem in adult learning that has hardly been recognized, let alone measured. Postsecondary schools are turning out an ever-growing number of young adults who have "completed" high school, but who read, write and compute at the elementary level. Some of these can be found in adult learning centers, seeking a level of literacy that will permit them to receive vocational training. Some can be found on the streets, learning criminal skills. Some have just given up—to become another generation in a welfare family. Unless this population can be "rescued" by some form of adult education, we face the prospect of a large and permanent "under class" that will become a growing burden on the employed middle-class at the same time increasing longevity adds to the cost of supporting the retired population.

New Technology:

We are hardware oriented in research and production. We create new technology quicker than we create the skills to use the new technology. We are quick to adopt new technologies in machines, but slow to accept new technologies in learning. But new technologies are forcing more and more job changes, more and more needs for new skills. This creates an opportunity for the use of new learning technologies in an expanded population of adult

learners. Studies may indicate that at present education is one step behind in this process—it might be possible, with a push from the new Department, for education to get a step ahead.

Significant Internal Problems and Issues Which Impact on the Programs:

There is no national or federal adult education policy or program. There are bits here and bits there and noble intentions expressed in various pieces of legislation, but there is no program nor is there anyone in the Federal government charged either with forming a program or devoting full time to attempting to patch together existing programs into something more coherent and purposeful.

An internal issue has surfaced already with Secretary Hufstedler. The Secretary in listing her priorities for the new Department refers to "children"—she is falling into the traps of a child centered educational philosophy.

The January 6, 1980, article in the New York Times quotes the Secretary of Education as indicating the need to start "Operation Excavation" about education reports. There should be an "Operation Excavation" concerning a Federal education structure that for far too many years has placed its energies and resources solely with children and higher education rather than in a national commitment to equal education for all.

The Secretary is an "attentive listener" and will hear and act on behalf of adults as learners.

Budget Issues:

Federal funding is considered for each program independent of funding for other programs.

The funding of the Adult Education Act Program from the Federal source has shown yearly increases since 1965. The increase in State and local program funds has been moderate with the exception of a few states and one or two major urban areas.

Legislative Mandates:

Federal legislation lacks program coordination and thus curtails program cooperation.

Adult education legislation is not overly prescriptive and presently leaves the major program direction to the State Education agency. The new law (Adult Education Act) has a three-year state plan requirement.

Program Regulations:

The regulations for the Adult Education Act and many other education programs under P.L. 95–561, the Education Amendments of 1978, are not finalized.

On June 28, 1979, the Proposed Rules for the State-Administered Program and Discretionary Programs for Adult Education were published in the Federal Register. The new regulations, which are scheduled for approval shortly, were developed through regional meetings, conferences, state and local visitations and advisory council input. The Proposed Rules describe the use of the regulations, public participation in development, major issues, and a section by section explanation of the Act.

The regulations of the new Adult Education Act mandates extensive outreach in adult basic education beyond the public education establishment.

GAO Report(s):

In June of 1975, the Comptroller General of the United States transmitted a report to Congress on *The Adult Basic Education Program: Progress in Reducing Illiteracy and Improvements Needed.*

The GAO report concluded that the ABE program had expanded educational opportunities by establishing broadly available programs. The report indicated many positive achievements, however, the program was only reaching a small fraction of those in need. This is due to a small funding level to address a major problem of illiteracy in America.

In the writing of this paper, several reports and studies in adult education were examined and one presently underway on program effectiveness.

These reports dating from 1965 to 1979 can be made available to the Task Force.

Describe Significant Opportunities for Program/Management Reform:

This document in several places suggests changes in structure and increased linkages and cooperation that would facilitate more effective Federal support of adult learning.

In adult education the problem is not so much one of overlapping functions or staff as of instances in which programs that are supposed to serve adults fail to do so—a problem, perhaps, of "underlapping." Vocational education, for example, is in the same organization box as adult education, but charges are presently under study that vocational education programs have failed to serve a significant number of adults who were supposed to be served by them.

Since such programs as the Adult Education Act and the Community Services and Continuing Education Act were specifically passed to use categorical grants as "seed money" to get state and local governments into adult education programs they were not conducting, it would seem that there is not a present need for grant consolidation.

Expanded technical assistance, etc., training, etc., aimed at increasing linkages and cooperation would be desirable.

In the field of adult education, present reporting requirements consist only of a fairly simple accounting of how the Federal money was spent. They do not appear to be unduly onerous. These reports are more "head-count" in nature than qualitative indicators.

III. Assumptions and Criteria for Evaluating Organizational and Program Reform Options

Key Assumptions:

Recognition of demographics (lower birth rate, increased longevity) and economic changes will create a need for more continuing adult learning to cope with change.

With the present and growing body of adult learners in our society, it is imperative that the learning and education of adults be recognized and impact on policy development, program formulation, and decision-making.

Societal changes will create a desire for more adult learning opportunity. More women will be involved in professional careers and some will return to the workplace in order to lend financial support to the family.

Since adults will have job and family responsibilities in most cases, guidance services (including counseling), accessibility, linkage and cooperation between program directors and delivery institutions must be given top priority in policy development and program structuring.

In short, the needs of the State and the needs of its citizens will require more adult

learning opportunity and more flexibility in providing this opportunity. Institutional rigidity and present turf boundaries must be ended.

Fragmented program dollars will be administratively combined to effect a critical mass and to achieve national impact.

The programs designated in topic IV will be entirely or principally directed to the education and learning of adults and to improving the quality of adult life.

Major Constraints:

The major constraint eroding, but still strong, is the adult, decision-making vote casting population that accepts and supports a child-centered public education system and regards adult learning, other than job-related, as recreation or as a demonstration that the individual was a partial failure during earlier classroom years.

Legislative mandates often tend to separate programs that should be meshed. Laws are sometimes too rigid like the Adult Education Act which limits the amount of secondary level programs, or too general such as the Lifelong Learning Act which was more a statement of good intentions than a program.

Pressing needs and political pressures sometimes result in legislation that creates duplication of effort.

In the matter of administration commitments, the problem would seem to be that the cost of keeping commitments to elementary, secondary and postsecondary conventional students will be so high that there will be a temptation to propose inadequate adult learning efforts because of the cost and because no strong commitment has been made. Administration commitments and congressional interest has been largely in the area of compensatory programs. This leads to an adult basic education program but does not lead to planning for the sort of learning addressed to the total development of all of the adult population. This need would seem to apply to adults at every socio-economic level. For example there is this condition:

- More and more the better jobs are going to require specialized and sophisticated skills, and more and more the "bad" jobs that may not even require literacy are going to be performed by machines. As the well-educated sharpen and refine these highly sophisticated and discrete skills, if they are to be good citizens, they will require an updating of the general knowledge that has become obsolescent or obsolete since they left the classroom.

Evaluating Options:

Where adults are involved, items (1) and (2) of Section 101 of the Department of Education Organization Act, are particularly important. Adults are not now receiving "equal opportunity for every individual". Adults are clearly the key to more effective involvement of the private sector and of community based organizations. Moreover, it seems clear that the broad goals for the new Department that the Congress has set forth for children cannot be achieved without a substantial increase in adult learning.

In seeking management control and oversight by the drawing of boxes with words in them and lines connecting them, it is important that the particular and special needs of adults are represented by an official and an office that is focused on the adult as an individual. The needs of an illiterate adult for learning assistance are not the same as those of a 14-year-old illiterate. The same applies to the handicapped and to many other groups now served by special programs. Some way must be found so that the interests of adults are fully recognized in such discrete programs. Program management and oversight that functions within rigid boundaries is not going to serve the needs of learners, particularly of adult learners. Those needs can only be met through extensive linkage and cooperation between existing programs and existing learning facilities.

Management control and accountability efforts must take notice of such things as the fact that one adult person may be in need of English as a second language learning, parenting learning and vocational training—each of these at a different skill level.

There is no neat chart that will solve this problem, but the diversity of adult learners and the diversity of their needs must be a major criterion in evaluating options in virtually every part of the new Department. Somehow the Assistant Secretary for Vocational and Adult Education must be given the capability of involvement in operations that affect adult learning but must, of necessity, be in programs that are the primary responsibility of another Assistant Secretary.

The importance of this cooperation and linkage must be emphasized and understood or the new boxes and lines and task descriptions and listing of responsibilities that will emerge from these deliberations will not accomplish any major advancement in Federal efforts to increase and improve adult learning activities.

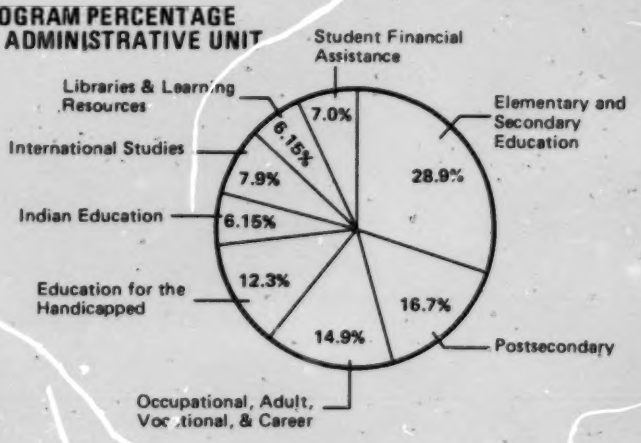
IV. Description and Assessment of Major Organizational and Program Reform Options

Background:

In March of 1980, the U.S. Office of Education will celebrate its 113th birthday as an independent agency which was created by an Act of Congress in 1867. In 1953, the Office of Education became a part of the Department of Health, Education, and Welfare, and was headed by a U.S. Commissioner of Education who was appointed by the President of the United States. In 1867, the Office had a staff of four and a budget of $25,000. Today, there are over 4,000 employees and a budget exceeding $12 billion.

The Office of Education administers some 114 programs and has organized those programs into 8 administrative units. These units and the

PROGRAM PERCENTAGE BY ADMINISTRATIVE UNIT



number of programs they are responsible for are:

1. Elementary and Secondary Education—33
2. Postsecondary—19
3. Occupational, Adult, Vocational, and Career Education—17
4. Education for the Handicapped—14
5. Indian Education—7
6. International Studies—9
7. Libraries and Learning Resources—7
8. Student Financial Assistance—8

Presently, these programs affect various types of students in virtually all of the nation's 16,000 school districts, 3,000 universities and two and four year colleges, and 10,000 occupational schools.

Presently, the Division of Adult Education is in the Bureau of Occupational and Adult Education headed by a Deputy Commissioner. The Division of Adult Education has 3 administrative units: the Office of the Director, a Program Development Branch, and a Field Operations and Services Branch. There are approximately 30 people in the Division of Adult Education.

The Department of Education Organization Act under Titles II and III outlines a general organizational structure for the Department of Education (P.L. 96–88). The Department of Education can be organized and administered in a variety of arrangements including a program thrust concept, social purposes, types of delivery systems, clients to be served (age), or a combination of these.

Organizational Option:

Throughout this Preview Paper, the point has been stressed that programs should address the needs of the client and, therefore, an organizational structure should reflect a client approach. As an example, there should not be a single office for handicapped with responsibility for preschool, school age, young adults, and the elderly. Handicappedness is a condition that affects two major types of clients—the individual classified as a child 18 years of age and younger, or an individual as an adult 19 years of age or older. Therefore, within the Department of Education, a structure should be established that would address the issues, concerns and needs of handicapped children and a separate unit that would address the problems of handicapped adults.

The Office of the Assistant Secretary for Vocational and Adult Education must be structured in a client fashion. The following organization option is proposed: The Office of the Assistant Secretary for Vocational and Adult Education would contain three major Deputy Assistant Secretaries—

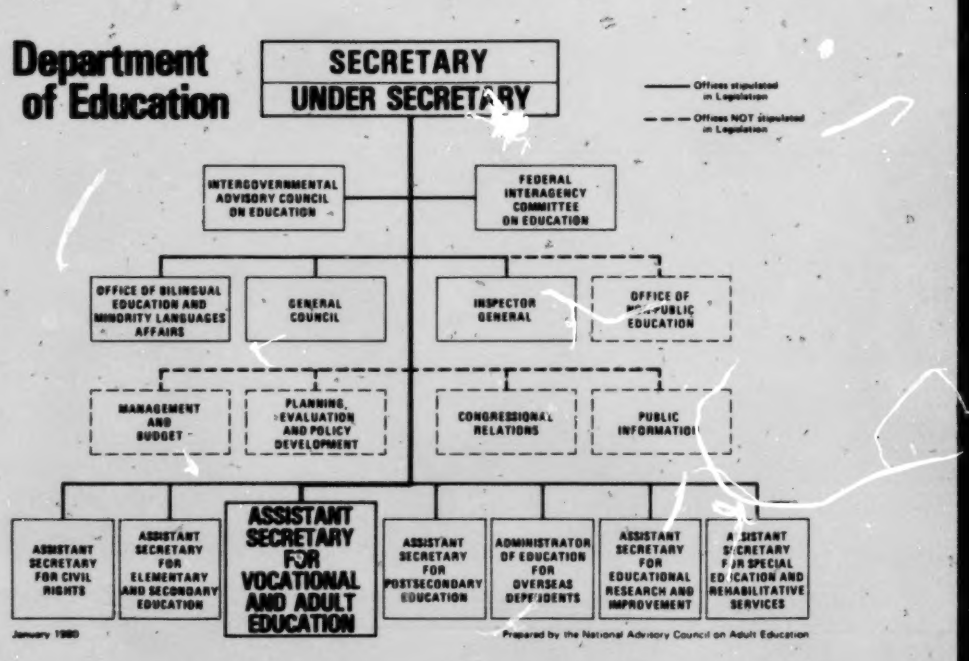
- Deputy Assistant Secretary for Vocational Education
- Deputy Assistant Secretary for Policy Action and Future Needs
- Deputy Assistant Secretary for Adult Learning Programs

The Deputy Assistant Secretary for Adult Learning Programs would have three organizational units which would encompass the major adult learning programs presently provided for by Federal statute and facilitate linkages with other programs which impact on adults as learners. The organizational structure under the Deputy Assistant Secretary for Adult Learning Programs would also include provisions for unifying approaches to rural education and rural family education through the coordination of programs throughout the Department of Education. The three units under the Deputy Assistant Secretary for Adult Learning Programs would be:

- Director for Adult Basic Skills
- Director for Adult Continuing Education
- Director of Adult Learning Outreach

The advantage of this type of organization for the entire Department and, in particular, the Office of the Assistant Secretary is that it is person/client oriented rather than a singular program orientation. There is no disadvantage to this type of structure if one accepts the concept of a client reflective structure. A structure of this nature may create some problems associated with appropriations, however, that could be minimized by separate categories for children's programs, and separate categories for adult learning programs.

Evaluation, monitoring, obtaining demographics, research, demonstration, and model building would all be


Department of Education
SECRETARY
UNDER SECRETARY
Offices stipulated in Legislation
Offices NOT stipulated in Legislation
INTERGOVERNMENTAL ADVISORY COUNCIL ON EDUCATION
FEDERAL INTERAGENCY COMMITTEE ON EDUCATION
OFFICE OF BILINGUAL EDUCATION AND MINORITY LANGUAGES AFFAIRS
GENERAL COUNCIL
INSPECTOR GENERAL
OFFICE OF PRIVATE EDUCATION
MANAGEMENT AND BUDGET
PLANNING, EVALUATION AND POLICY DEVELOPMENT
CONGRESSIONAL RELATIONS
PUBLIC INFORMATION
ASSISTANT SECRETARY FOR CIVIL RIGHTS
ASSISTANT SECRETARY FOR ELEMENTARY AND SECONDARY EDUCATION
ASSISTANT SECRETARY FOR VOCATIONAL AND ADULT EDUCATION
ASSISTANT SECRETARY FOR POSTSECONDARY EDUCATION
ADMINISTRATOR OF EDUCATION FOR OVERSEAS DEPENDENTS
ASSISTANT SECRETARY FOR EDUCATIONAL RESEARCH AND IMPROVEMENT
ASSISTANT SECRETARY FOR SPECIAL EDUCATION AND REHABILITATIVE SERVICES
January 1980
Prepared by the National Advisory Council on Adult Education

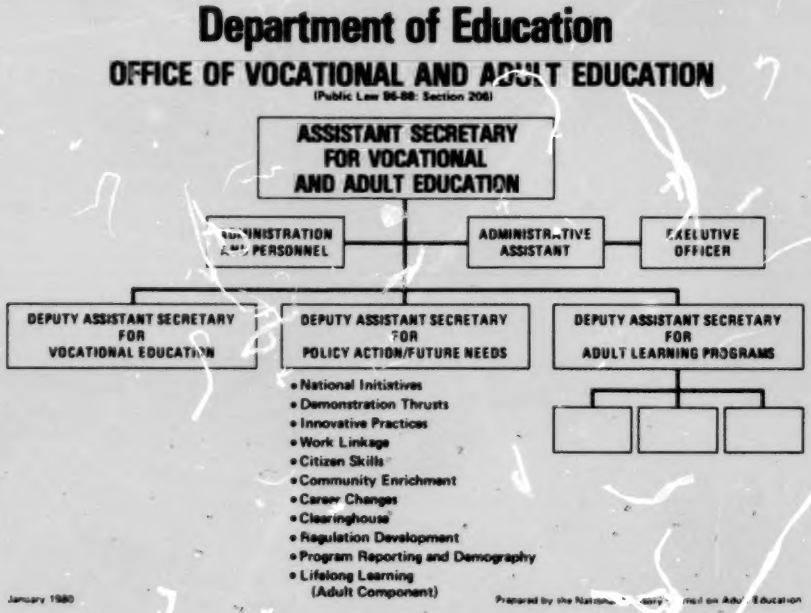
easier in a person/client centered organizational structure. An organizational configuration of this nature needs to be explored with various chairmen responsible for education committees in the Congress.

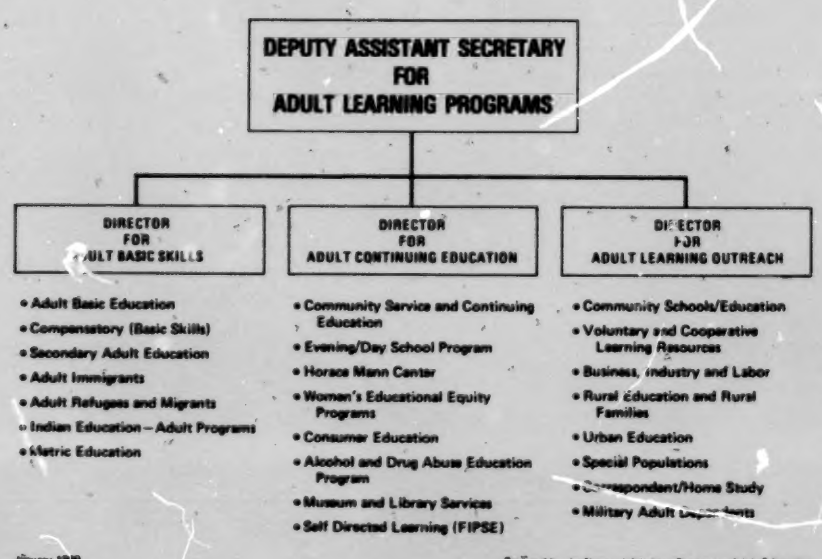
The anticipated financial savings and staff reductions are minimal because this organizational framework establishes a new commitment to adults as learners rather than a traditional child-centered and higher education focused Federal education structure. The biggest gain would be in management efficiency.

This organizational structure for the Deputy Assistant Secretary for Adult Learning Programs could be in place by the close of the second session of the 96th Congress.

Additional Organizational Reform:

The Department of Education should reexamine the concept of departmental regionalization for the purpose of providing technical assistance and educational leadership to the providers of service as geographically close to the client as possible. The present structure of the ten regional offices needs examination.


Department of Education
OFFICE OF VOCATIONAL AND ADULT EDUCATION
(Public Law 96-88: Section 208)
ASSISTANT SECRETARY FOR VOCATIONAL AND ADULT EDUCATION
ADMINISTRATIVE ASSISTANT
EXECUTIVE OFFICER
DEPUTY ASSISTANT SECRETARY FOR VOCATIONAL EDUCATION
DEPUTY ASSISTANT SECRETARY FOR POLICY ACTION/FUTURE NEEDS
• National Initiatives
• Demonstration Thrusts
• Innovative Practices
• Work Linkage
• Citizen Skills
• Community Enrichment
• Career Changes
• Clearinghouse
• Regulation Development
• Program Reporting and Demography
• Lifelong Learning (Adult Component)
DEPUTY ASSISTANT SECRETARY FOR ADULT LEARNING PROGRAMS
January 1980
Prepared by the National Advisory Council on Adult Education


DEPUTY ASSISTANT SECRETARY FOR ADULT LEARNING PROGRAMS
DIRECTOR FOR ADULT BASIC SKILLS
• Adult Basic Education
• Compensatory (Basic Skills)
• Secondary Adult Education
• Adult Immigrants
• Adult Refugees and Migrants
• Indian Education – Adult Programs
• Metric Education
DIRECTOR FOR ADULT CONTINUING EDUCATION
• Community Service and Continuing Education
• Evening/Day School Program
• Horace Mann Center
• Women's Educational Equity Programs
• Consumer Education
• Alcohol and Drug Abuse Education Program
• Museum and Library Services
• Self Directed Learning (FIPSE)
DIRECTOR FOR ADULT LEARNING OUTREACH
• Community Schools/Education
• Voluntary and Cooperative Learning Resources
• Business, Industry and Labor
• Rural Education and Rural Families
• Urban Education
• Special Populations
• Correspondent/Home Study
• Military Adult
January 1980
Prepared by the National Advisory Council on Adult Education

Issues and Concerns for Adult Learning

Shortly after the Council's Preview Paper was transmitted to the transition team, it was reviewed in a public meeting held in the Department of Education in mid-January. At that hearing the Preview Paper was discussed together with the following:

1. Federal Incentives:

Revenue sharing and block grant funds have been provided to state and local government agencies. Federal matching dollars have gone to community agencies, and school systems for special purposes. Grants, entitlements and loans have been given to students. Tax incentives provided to industry and interest subsidies have effectively engaged private lending agencies in support of student aid programs.

Left largely unexplored by the Federal government is the means to generate more support for education among corporate and business organizations and labor unions.

Adult learning efforts, work-study programs, and cooperative education programs move modestly in that direction but fail to tap the immense financial and other resources in the private, profit-making sectors of society.

A new fresh alliance is needed between the federal government and all other sectors of society. This alliance should be forged on behalf of the nation's adult learners and in the spirit of the principles of education expounded by the states and Congress.

2. Enrollments:

Declining enrollments of public school children provides an opportunity for public schools to transform school buildings into adult education, training and social service centers in concert with local human services agencies.

3. Mission of ED:

Education is fundamental to the development of individual citizens and the progress of the Nation. There is a continuing need to ensure equal access for all Americans to educational opportunities of a high quality.

The mission of the Department of Education must be education for all, not just children. The image and work of the Department can not be solely child centered, it must focus on children, young persons and adults.

4. Lifelong Learning:

The concept of lifelong learning as the primary goal and policy of the Department of Education will enhance all education programs regardless if such programs are initiated by the local system, state legislatures or the U.S. Congress.

5. Structure:

The new Department of Education must develop and implement an organizational structure which ensures adult education a major role in the office of the Assistant Secretary for Vocational and Adult Education. That role must be far greater than adult basic and secondary adult education.

The unit should encompass the following adult learning programs:

1. Adult Education Act
2. Community Service and Continuing Education
3. Fund for the Improvement of Postsecondary Education
4. Adult Immigrants
5. Institute of Museum Services
6. Adult Refugees
7. High School Equivalency Programs
8. Secondary Adult Education
9. Adult Migrants
10. Community Education
11. Adult Basic Skills
12. Discretionary funds for Adult Education Act and Title I of HEA—Community Service and Continuing Education
13. Women's Educational Opportunity Programs
14. Senior Citizens
15. Penal Institutional funds for education and training (correctional education)
16. Consumer Education
17. Reading Academics
18. Youth and adult employment
19. Urban/rural basic skills
20. Special adult populations i.e. handicapped, adult Indians, Military
21. Horace Mann Center

6. Research:

There needs to be a major research and demonstration effort on adults who are the least educated and most in need.

7. Additional Funding:

There needs to be new funds for building renovation, program expansion and professional (staff) development.

8. Legislation.

Preparation for new and reauthorized legislation must get underway immediately. This legislative effort should examine comprehensive legislation for adult learners.

9. State Legislation:

The new Department of Education must create a greater commitment on the part of state legislators to programs and organizational structures which address the education of adults.

10. Adult Illiteracy:

There must be a major shift in national education policy to serve the educational needs of disadvantaged adults.

Recent reports and studies indicate there are over 53 million adults without the completion of secondary education and 23 million of that number have serious reading problems and lack the literacy necessary to function adequately in society.

* * * * * *

On January 30, 1980, the Director of the Vocational and Adult Education Task Force, Dr. Lester, presented the results of the task force's work to the Secretary of Education. The efforts of the task force and the National Advisory Council became the cornerstone for the organizational structure of the Office of the Assistant Secretary for Vocational and Adult Education.

Administrative Costs— An Issue

The publication of the Rules and Regulations for the Adult Education Act (Federal Register, 4/3/80, Part XVI) set in motion the third step for the Council in the regulation process.

In the summer of 1979, the Council formulated items to be addressed in the Proposed Rulemaking process as step one. Number two was a series of activities and meetings to develop the Council's reaction to the Proposed Rules. On August 22, 1979, the Council submitted 47 recommendations on the Proposed Rules. Those recommendations were transmitted to Congress, the Assistant Secretary of Education, the U.S. Commissioner of Education and the Division of Adult Education in the U.S. Office of Education.

With the printing of the final regulations on April 3, 1980, the Council completed a review of Part 166—Adult Education State Administered Program and the Commissioner's Discretionary Programs. That review of parts 166.1 through 166c.242, together with appendix B of the regulations (comments and responses), provided the Council with evidence that the regulations did, in fact, generally reflect the intent of Congress as contained in the Adult Education Act and various House reports associated with the Education Amendments of 1978. However, there were several issues needing clarification which the Council addressed:

1. Transportation:

Section 306(b)(9) mandated that the State Plan must describe the effort to be undertaken by the State to assist adult participation in adult education programs through adequate transportation.

The regulations stated that a State educational agency shall describe the efforts it would undertake to *assure* support services such as transportation.

The Council asked if it was the intent of Congress to allow the diversion of adult education program funds to a transportation category. Did Congress mean that cooperative agreements should be made between education and public carriers, including the public school transportation system, to assist, not subsidize, the adult learner in getting to the adult education program?

2. Competitive Process:

Section 166a.51(b) of the Rules and Regulations indicated that the State education agency shall employ a competitive process in evaluating the quality of annual applications.

There was no reference to a competitive process in Sections 304, 305, or 306 of the Act which congressional committees reviewed during the hearings. The competitive process was not contained in the law.

Did Congress imply a competitive process for applications submitted to a State education agency? Were there State laws which would not permit this procedure with public funds to private nonprofit agencies?

3. Child Care:

The regulations changed the law from "child care" (Section 306(b)(9)) to "day care" in order to conform with Federal Interagency Day Care Regulations.

The use of "day care" service was in keeping with the intent of Congress to assure care of children during a portion of a 24 hour day.

Was the regulation to be interpreted to mean that States shall spend State grant funds through local projects to provide day care services?

If the Federal Interagency Day Care Regulations mandate requirements which exceed State and local day care regulations, a conflict of "states' rights" in the use of State grant education funds would be created.

Should the regulation be modified to conform with "prescribed State regulations pertaining to day care"?

The same concern for expenditure of program funds was associated with "day care" as was with transportation.

The law stated (Section 306(b)(9)) that the State shall describe the effort to be undertaken in meeting child care needs. The regulations implied that funds can be spent on child care (day care) services.

The Council asked Congress and U.S.O.E. if the intent of Congress was to allow funds designated for the educational aspects of the program to be used for day care and/or transportation.

4. The 5% Administrative Cost:

When the Council contacted State Directors of Adult Education during the review process on the regulations, there was no other single issue which created more concern than the administrative cost item.

The Adult Education Act (Section 315(b)) clearly states "there are further authorized to be appropriated for each such fiscal year such sums, not to exceed 5 per centum of the amount appropriated pursuant to subsection (a) for that year, as may be necessary to pay the cost of the administration and development of State plans, and other activities required pursuant to this title."

On July 15, 1970, the Assistant General Counsel for Education in the Office of the Secretary for HEW rendered an option which set the State administration cost figure at

5% from program funds. The entire issue of the 5% was of such magnitude to the States and the Advisory Council that steps were taken to completely research the issue, and provide Congress with information which would enable them to "revisit" the administrative cost per centum, appropriations for Section 315(b), and the allowable expenditures for State administrative costs.

As a result of the Council's work on item number 4 (administrative cost factors), the following paper was developed and transmitted to the Administration and Congress.

Use of Funds under Section 315 of the Adult Education Act for Administrative Costs

The Office of Education published a Notice of Proposed Rulemaking to implement the Adult Education Act, as amended by Title XIII of the Education Amendments of 1978, on June 28, 1979 (44 FR 37866). When the final regulations were published in the *Federal Register* on April 3, 1980 at 45 FR 22776, the comment analysis section indicated that "several commenters expressed concern that the 5 percent limitation on funds for administration and development of State plans and other required activities prevents some States from performing adequately those functions required by the statute." (45 FR 22794). In response to the public questioning of this limitation on administrative costs, the official response of the Commissioner was to continue the 10 year old policy of earmarking 5/105 of the total appropriation for administrative costs. The response also indicated, however, that "The Office of Education may reconsider this policy in the future." (45 FR 22794).

The Office of Education's interpretation of the use of funds under section 315 of the Adult Education Act, as amended, for administrative costs has generated serious questions from the field over the past decade. The continuation of this restrictive policy, especially in light of the amendment to section 315 in the Education Amendments of 1978, P.L. 95–561, imposes a financial hardship on the States in their efforts to carry out the intent of this legislation.

I

When the Adult Education Act was originally enacted in 1966 (Title III of P.L. 89–750), Congress authorized one general appropriation in section 314 to carry out the purposes of this Act. This one appropriation was intended to cover both program and administrative costs.

In 1970, however, Congress amended section 314 by designating it as section 312(a) and adding a new paragraph (b) to read:

> "There are further authorized to be appropriated for each such fiscal year such sums, not to exceed 5 per centum of the amount appropriated pursuant to subsection (a) for such year, as may be necessary to pay the cost of administration and development of State plans and other activities pursuant to this title."

The House Report (H. Rept. No. 91–114, March 24, 1969) on H.R. 514 which became P.L. 91–230 includes the following comment:

> "Subsection (c) of this section extends the authority to permit a State to use 5 percent of its allotment for administration of the State Plan."

II

Appropriations for the Adult Education Act since 1966 have always been in one lump sum. Even when a bifurcation of the appropriation was added in 1970, as indicated above, Congress continued to appropriate a single dollar figure for the purposes of the Adult Education Act.

Prior to the bifurcation of the appropriation language, States historically used program funds under the original section 314 for the purposes of State administration. Even when the authorization for appropriations was amended in 1970, many States intended on continuing to draw funds from section 312(a) for the costs of administration. We believe that many persuasive arguments could be advanced for this point of view.

In the first place, the stated purposes of the appropriations authorized in section 312(a) were broad enough to encompass the purposes of section 312(b). Therefore, since no funds for administration were forthcoming under section 312(b), and since States had previously been using program funds under section 312(a) without objection, States could, arguably, continue to pay for administration from section 312(a).

Alternatively, it could be argued that the intent of Congress in section 312(b) was to provide *additional* funds for program administration (specifically for carrying out State plan technical requirements) with no restriction imposed on the amount of funds used for administration of the State Grant Program itself. In our view, this construction has merit because the introductory language of section 312(b) provided:

> "There are *further* authorized to be appropriated. . ." (Emphasis supplied).

Since Congress set aside this separate authorization in section 312(b) and *failed* to appropriate any funds, section 312(b) could, arguably, be ignored in its entirety. Under this approach, the States could adhere to the same practices they followed prior to the addition of section 312(b) to the Act.

The case could also be advanced had Congress wanted to limit the amount of funds utilized for the administration of the Adult Education Act, Congress could easily have done so explicitly. It is unlikely that Congress intended such a restrictive result by resorting to relief-type language in section 312(b)—

> "There are *further* authorized to be appropriated. . ."

III

The Office of Education requested a legal opinion from the Assistant General Counsel for Education in 1970 on the question whether section 312(b) limits to five percent the amount of a State's allotment which may be used for administration of its State plan. The Office of General Counsel responded as follows: "We suggest that the intent of section 312 of the Adult Education Act would be carried out

in a manner best reflecting the intent of Congress if the FY 1971 appropriation for adult education were divided into 105 parts, of which not more than 5 parts were available for State plan administration." (Memo from Chernock to Ludlington, July 15, 1970) It appears that the rationale for this advice was based on the fact that since the appropriation for the program disregarded the bifurcation in section 312(a) and (b), and only provided a single lump sum, the amount actually appropriated was inclusive of section 312(a) and (b) monies. Since section (312(b) provides 5 per centum of the amount appropriated pursuant to section 312(a), the actual computation involved dividing the lump sum appropriated into 105 parts and limiting the amount available for administrative costs to 5/105. The OGC memo goes on to state that this computation procedure would be consistent with that followed by the Office of Education with respect to the separate authorizations of appropriations for the outlying areas in Title I, II and III of the Elementary and Secondary Education Act.

On August 10, 1970, a second OGC memorandum from Chernock to Hardwick repeated the interpretation of July 15, but added a caveat that the 5/105 limitation may be applied on an overall, rather than a State-by-State basis. This flexibility would permit some States to use a greater proportion of their allotments for administrative costs than others.

IV

As a result of the OGC rulings in 1970, the restrictive policy of limiting administrative costs to 5/105 of the State's allotment was reiterated by the Office of Education in the final regulations (40 FR 17950) implementing the Adult Education Amendments of *1974* (P.L. 93–380) and the final regulations (45 FR 22776) implementing the Adult Education Amendments of *1978* (P.L. 95–561).

The States have experienced considerable difficulty over the past decade in complying with this policy on administrative costs. As the Adult Education Act was amended over the past several years, adding more prescriptive language specifically on State plan development, some States have had to seriously curtail the State administration of programs. It is our firm belief based on our communications with the States that the 5/105 formula is totally unrealistic in light of the mission and objectives of this legislation. Although we do not have reliable data from the Division of Adult Education to substantiate it, we would hypothesize that some States need to rely on their set-aside under section 310 (Special Experimental Demonstration Projects) to defray their administrative expenses.

V

The Education Amendments of 1974, P.L. 93–380, amend the Adult Education Act to provide for the existence of State advisory councils. Section 312 *allows* States to establish advisory councils or designate an existing one and to obtain the services of professional, technical and clerical personnel to carry out the functions of the advisory councils. Since there has been no separate authorization for their maintenance, this feature of the law has not in fact been realized. Only two States have established certified councils in accordance with the requirements of section 312.

It is our understanding that the Office of Education has not provided guidance to the field as to whether the proper source of funding these councils is section 315(a) or 315(b). In other words, should councils be funded out of "program dollars" (Section 315(a)) or from so-called "administrative dollars" (Section 315(b)). Since section 315(b) also contains a clause "to pay the cost of . . . other activities required pursuant to this title", it may be inferred that the source of funding for the councils was intended to be derived from section 315(b), thus placing a great strain on the 5/105 formula.

The Education Amendments of 1974 also added a requirement to the State plan provision of the Adult Education Act, requiring that the State plan provide for coordination with manpower development and training programs and occupational education programs. These amendments also required that the plan provide for coordination with other programs (including right to read programs) designed to provide reading instruction for adults which are carried on by State and local educational agencies. These additional administrative responsibilities were assigned to the States without relief to the restrictive 5/105 formula.

VI

Title XIII of the Education Amendments of 1978, P.L. 95–561, contained substantial amendments to the Adult Education Act. In addition to the new planning, evaluation, reporting and outreach requirements, section 310 of P.L. 95–567 amended section 315(b) to read:

> "There are further authorized for each such fiscal year sums, not to exceed 5 per centum of the amount appropriated pursuant to subsection (a) for that year, as may be necessary to pay the cost of the administration and development of State plans, and other activities required pursuant to this title. *The amount provided to a State under this subsection shall not be less than $50,000 for any fiscal year, except that such amount shall not be less than $25,000 in the case of Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands, and the Trust Territory of the Pacific Island.*"
>
> (Emphasis supplied).

Even though Congress amended the authorizing statute to provide additional relief to the States for administrative costs, the Office of Education adhered to the ten year old policy of limiting the aggregate amount for administration to 5/105. In response to this statutory amendment, it is our understanding, based on the data provided by the Office of Education, that the maximum amount allowable for State administration was raised to an even $50,000 for 23 States for the fiscal period ending June 30, 1980. We have serious concerns with this policy for obvious reasons.

Although there is a wide disparity in the amount of the State grant to each of these 23 States, each State receives $50,000 for administration. How is equity achieved when Alaska, Arkansas, and Iowa each receive $50,000 for administration while Alaska's State grant is $240,000 and both Iowa and Arkansas receive in excess of $1.2 million for the State grant?

How does the $50,000 ceiling enable the States to meet all the new administrative requirements imposed by the Education Amendments of 1978? These amendments direct the States to increase their outreach activities to

inform the adult populations who are least educated and most in need of assistance of the availability and benefits of the adult education program. The State is now required to seek the active participation of representatives of diverse interests in *developing* and carrying out its plan. We are asking the Congress where the administrative funds are to come from to assure the expansion of the public participatory process in framing the State plan. How are the States to be provided relief from the restrictive 5/105 policy on administrative costs to meet these new demands?

VII

In summary, the National Advisory Council formally requests the Congress to reexamine the pressing issue of using funds under section 315 of the Adult Education Act for administrative expenses. The restrictive policy adopted by the Office of Education 10 years ago was only one of several legally sound interpretations of the Act. The hardship imposed on the States by its adoption in 1970 has been substantially compounded by the additional legislative requirements added by the Education Amendments of 1974 and 1978, and by the amendment to section 315 in 1978. We now believe that this antiquated 5/105 policy is totally impracticable in light of today's realities. Although the Education Department announced in the *Federal Register* on April 3, 1980 at 45 FR 22794 that it "may reconsider this policy in the future", we believe the time is appropriate for action if the Congressional objectives of the Adult Education Act are to be achieved.

Appendix

- **State Allotments—FY 1965 to 1981**
- **Maximum for State Administration**
- **Enrollments, Completions, and Separations by State**
- **Age and Sex of Participants**
- **Race/Ethnic Groups of Participants by Age and Sex**
- **Council Publications 1971–1980**

FY 1965-1981 State Allotments

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
Adult Basic Education

	FY 1965	FY 1966[1]	FY 1967	FY 1968	FY 1969	FY 1970[2]	FY 1971[3]	FY 1972[3]
TOTALS	$18,812,000	$19,679,083	$26,280,000	$30,590,000	$36,000,000	$40,000,000	$44,875,000	$51,134,000
Alabama	579,267	300,584	825,067	901,330	1,072,101	1,199,378	1,353,404	1,353,404
Alaska	20,000	25,000	50,000	126,288	131,891	136,550	141,671	166,536
Arizona	174,081	288,797	208,952	302,940	346,188	379,898	419,113	419,113
Arkansas	316,910	76,039	451,385	538,398	631,826	701,583	785,866	785,866
California	1,862,617	1,038,044	1,534,703	1,590,550	1,908,201	2,137,446	2,422,896	2,894,965
Colorado	92,896	90,656	132,314	228,507	265,893	275,835	300,470	425,700
Connecticut	213,231	269,003	303,712	394,974	457,625	503,143	559,625	646,371
Delaware	50,000	50,000	50,000	146,034	155,845	162,892	171,704	219,465
District of Columbia	69,535	104,679	99,040	196,191	216,690	231,310	249,708	282,806
Florida	560,165	843,284	797,859	874,905	1,040,045	1,159,832	1,308,317	1,308,317
Georgia	746,268	617,604	1,062,932	1,132,351	1,352,356	1,515,610	1,713,940	1,713,940
Hawaii	84,613	137,967	114,819	211,515	235,281	251,540	272,771	272,771
Idaho	25,000	-0-	50,000	138,479	146,680	153,041	160,473	248,223
Illinois	962,007	616,615	1,154,714	1,221,492	1,460,494	1,633,780	1,848,667	2,271,708
Indiana	209,674	-0-	397,849	486,403	568,749	630,936	705,322	1,071,829
Iowa	109,844	142,546	156,454	251,953	284,335	309,838	339,237	646,525
Kansas	95,711	43,424	136,324	232,402	260,619	282,224	307,754	528,113
Kentucky	601,447	1,202,880	687,872	768,082	910,457	1,019,688	1,148,538	1,148,538
Louisiana	824,745	1,078,634	989,954	1,061,473	1,266,373	1,414,980	1,599,212	1,599,212
Maine	54,880	55,000	78,167	175,918	192,087	204,502	219,144	328,342
Maryland	307,287	89,179	437,678	525,086	615,676	682,321	763,906	777,671
Massachusetts	427,390	294,645	551,771	635,897	750,102	835,242	938,251	1,122,487
Michigan	630,619	1,536,299	756,943	835,165	991,837	1,106,931	1,248,005	1,702,104
Minnesota	155,112	2,976	220,930	314,574	360,302	393,947	435,130	744,061
Mississippi	-0-	331,525	620,835	702,974	831,474	936,895	1,054,146	1,054,146
Missouri	382,898	144,939	545,372	629,682	742,562	824,641	926,165	1,102,416
Montana	11,629	-0-	50,000	146,759	156,723	164,109	173,091	251,812
Nebraska	64,304	68,003	91,590	188,955	207,912	221,891	238,968	388,687
Nevada	50,000	45,500	50,000	117,374	121,076	123,829	127,168	180,362
New Hampshire	50,000	30,000	50,000	143,716	153,033	160,283	168,729	254,488
New Jersey	570,290	653,756	812,280	888,911	1,057,036	1,177,851	1,328,860	1,439,458
New Mexico	111,400	-0-	160,565	255,945	289,178	314,106	344,103	344,103
New York	1,765,279	2,760,782	2,415,744	2,446,242	2,946,251	3,299,893	3,748,204	3,783,043
North Carolina	831,799	1,383,963	1,184,757	1,250,671	1,495,891	1,677,851	1,898,912	1,898,912
North Dakota	-0-	62,269	58,354	156,675	168,753	177,469	188,322	257,625
Ohio	660,369	42,270	940,582	1,013,522	1,208,203	1,351,381	1,526,703	2,094,595
Oklahoma	228,156	251,042	324,969	415,620	482,882	531 447	591,894	620,400
Oregon	74,867	24,527	106,636	203,568	225,639	241,935	261,821	456,536
Pennsylvania	988,206	371,810	1,407,531	1,467,036	1,758,365	1,967,553	2,229,201	2,634,898
Rhode Island	76,382	58,095	108,793	205,663	228,181	244,389	264,619	331,396
South Carolina	499,369	844,957	711,266	790,803	938,021	1,056,859	1,190,918	1,190,918
South Dakota	12,700	-0-	50,000	147,591	157,733	165,279	174,424	263,481
Tennessee	602,910	571,087	858,743	934,037	1,111,779	1,243,389	1,403,582	1,403,582
Texas	1,433,423	2,480,313	2,041,667	2,082,928	2,505,509	2,823,537	3,205,110	3,205,110
Utah	50,000	70,000	50,000	138,059	146,169	152,742	160,132	259,611
Vermont	50,000	79,364	50,000	125,774	131,267	135,709	140,712	208,698
Virginia	132,847	-0-	876,732	951,508	1,132,973	1,272,206	1,436,435	1,436,435
Washington	122,745	116,267	174,829	269,799	305,985	333,131	365,793	624,613
West Virginia	237,019	180,274	337,593	427,880	497,755	550,582	613,710	613,710
Wisconsin	25,869	-0-[4]	376,123	465,302	543,151	600,765	670,924	917,375
Wyoming	50,000	20,000	50,000	120,299	124,625	127,831	131,730	186,843
American Samoa	-0-	-0-	22,600	6,118	7,200	8,000	35,900	40,907
Trust Territory	-0-	-0-	22,600	48,944	57,600	64,000	71,800	81,814
Guam	16,000	12,480	22,600	36,708	43,200	48,000	62,825	71,588
Puerto Rico	324,240	155,505	435,200	495,558	583,200	648,000	691,075	787,464
Virgin Islands	16,000	16,480	22,600	24,472	28,800	32,000	35,900	40,907

NOTE: FY 1965 allotments available for expenditure through June 30, 1966; all other fiscal year grants available only through year of award.

FY 1973[6]	FY 1974[7]	FY 1975[8]	FY 1976[9]	FY 1977[10]	FY 1978[11]	FY 1979[12]	FY 1980 & 1981	
$74,834,000	$83,298,000	$87,500,000	$87,500,000	$71,800,000	$80,300,000	$90,750,000	$100,000,000	TOTALS
1,493,366	1,353,404	1,344,029	1,344,029	1,392,796	1,586,261	1,788,980	1,971,921	Alabama.
211,717	177,747	190,545	190,545	209,868	220,998	231,019	240,062	Alaska.
576,382	449,546	518,744	518,744	618,909	693,089	769,742	838,917	Arizona.
919,569	785,866	827,612	827,612	869,018	981,748	1,099,144	1,205,087	Arkansas.
5,019,367	3,415,416	4,517,430	4,517,430	5,082,373	5,844,545	6,648,292	7,373,624	California.
668,379	479,804	601,541	601,541	664,447	745,645	829,716	905,585	Colorado.
1,057,214	707,766	951,493	951,493	1,003,002	1,136,384	1,275,606	1,401,245	Connecticut.
304,981	235,449	274,483	274,483	302,725	328,167	353,315	376,008	Delaware.
416,591	285,764	374,932	374,932	374,932	408,613	445,114	478,054	District of Columbia.
1,984,486	1,561,101	1,786,037	1,786,037	2,291,735	2,623,761	2,972,916	3,288,007	Florida.
1,744,879	1,713,940	1,570,391	1,570,391	1,792,143	2,047,162	2,314,934	2,556,582	Georgia.
347,386	272,771	312,647	312,647	327,651	356,936	386,144	412,502	Hawaii.
355,656	260,259	320,090	320,090	334,045	364,314	394,563	421,861	Idaho.
3,921,152	2,342,597	3,529,037	3,529,037	3,529,037	3,981,153	4,521,894	5,009,881	Illinois.
1,806,896	1,154,189	1,626,206	1,626,206	1,679,358	1,916,993	2,168,392	2,391,460	Indiana.
1,057,485	646,525	951,736	951,736	951,736	1,006,595	1,127,497	1,236,604	Iowa.
848,836	528,113	763,952	763,952	763,952	822,389	917,292	1,002,937	Kansas.
1,472,691	1,148,538	1,325,422	1,325,422	1,361,119	1,549,701	1,747,260	1,925,544	Kentucky.
1,599,212	1,599,212	1,439,291	1,439,291	1,439,291	1,585,529	1,788,144	1,970,992	Louisiana.
496,828	328,729	447,145	447,145	447,145	483,240	530,275	572,721	Maine.
1,288,571	908,974	1,159,714	1,159,714	1,310,323	1,491,074	1,680,358	1,851,175	Maryland.
1,896,158	1,146,761	1,706,542	1,706,542	1,706,542	1,904,090	2,151,668	2,375,093	Massachusetts.
2,917,476	1,849,308	2,625,728	2,625,728	2,725,471	3,124,352	3,544,162	3,923,015	Michigan.
1,282,212	793,887	1,153,991	1,153,991	1,153,991	1,291,179	1,452,249	1,597,605	Minnesota.
1,054,146	1,054,146	948,731	948,731	948,731	1,055,134	1,182,887	1,298,177	Mississippi
1,860,791	1,139,299	1,674,712	1,674,712	1,674,712	1,891,128	2,136,877	2,358,650	Missouri.
361,979	257,088	325,781	325,781	329,272	358,807	388,278	414,875	Montana.
603,160	392,945	542,844	542,844	542,844	594,779	657,556	714,209	Nebraska.
236,078	211,517	212,470	212,470	260,692	279,655	297,955	314,469	Nevada.
366,694	268,997	330,025	330,025	347,194	379,491	411,882	441,113	New Hampshire.
2,454,680	1,588,290	2,209,212	2,209,212	2,332,653	2,670,986	3,026,806	3,347,912	New Jersey.
446,957	344,103	402,261	402,261	423,201	467,213	511,985	552,390	New Mexico.
6,584,212	3,851,674	5,925,791	5,925,791	5,925,791	6,602,287	7,512,984	8,334,833	New York.
1,978,878	1,898,912	1,780,990	1,780,990	2,053,630	2,348,955	2,659,323	2,939,411	North Carolina.
372,221	257,945	334,999	334,999	334,999	360,295	389,977	416,763	North Dakota.
3,609,067	2,216,061	3,248,160	3,248,160	3,277,411	3,761,368	4,271,088	4,731,080	Ohio.
1,011,451	665,854	910,306	910,306	944,441	1,068,797	1,198,479	1,315,509	Oklahoma.
722,713	502,645	650,442	650,442	698,820	785,316	874,987	955,909	Oregon.
4,561,114	2,634,898	4,105,003	4,105,003	4,105,003	4,462,641	5,071,342	5,620,657	Pennsylvania.
502,211	348,369	451,990	451,990	466,646	517,354	569,204	615,995	Rhode Island.
1,190,918	1,190,918	1,071,826	1,071,826	1,109,330	1,259,102	1,415,645	1,556,915	South Carolina.
382,541	264,081	344,287	344,287	344,287	370,952	402,138	430,281	South Dakota.
1,657,286	1,403,582	1,491,557	1,491,557	1,573,687	1,795,034	2,027,219	2,236,752	Tennessee.
3,646,041	3,205,110	3,281,437	3,281,437	3,803,208	4,368,210	4,963,583	5,500,870	Texas.
375,722	282,545	338,150	338,150	367,583	403,023	438,736	470,964	Utah.
286,010	215,763	257,409	257,409	267,080	287,029	306,369	323,823	Vermont.
1,655,312	1,436,435	1,489,781	1,489,781	1,667,312	1,903,090	2,150,527	2,373,823	Virginia.
1,018,876	684,134	916,988	916,988	971,951	1,100,547	1,234,711	1,355,785	Washington.
928,533	613,710	835,680	835,680	835,680	890,978	955,562	1,089,943	West Virginia.
1,534,739	954,079	1,381,265	1,381,265	1,381,265	1,569,419	1,769,760	1,950,556	Wisconsin.
247,500	190,514	222,750	222,750	229,083	243,174	256,325	268,193	Wyoming.
39,867	42,629	79,863	79,863	123,695	139,265	156,998	139,265	American Samoa.
119,734	85,257	159,727	159,727	250,250	281,750	317,624	313,451	Trust Territory.
104,775	74,601	139,762	139,762	217,360	244,720	275,880	244,720	Guam.
1,152,437	820,604	1,037,200	1,037,200	1,236,885	1,406,318	1,583,639	1,743,661	Puerto Rico.
39,867	42,629	79,863	79,863	123,695	139,265	156,998	229,392	Virgin Islands.

See footnotes on following page.

FOOTNOTES TO STATE ALLOTMENTS TABLE

[1] Revised distributions after February and June 1966 reallotments.

[2] Plus $200,849 (FY 1966 allotment released in error and reinstated on a pay-only basis.)

[3] Distribution of $40,000,000 with 2% ($800,000) reserved for the outlying areas, and the balance distributed with a basic amount of $100,000 to each State and D.C. and the remainder distributed on the basis of the population 16 and over with less than 6 grades of school completed.

[4] Distribution of $44,875,000 with 2 percent reserved for outlying areas, and the balance distributed to the 50 States and D.C. with a basic amount of $100,000 and the remainder distributed on the basis of the population aged 16 and over with less than 6 grades of school completed. (1960 Census) Allotment formula contained in P.L. 89-750 as amended.

[5] Distribution of $51,134,000 with 2 percent reserved for outlying areas, and the balance distributed with a basic amount of $150,000 to each State and D.C., and the remainder distributed on the basis of those 16 and over who do not have a certificate of graduation from high school (or its equivalent) and who are not currently required to be enrolled in school. (1960 Census) Allotment formula contained in P.L. 91-230 with a provision in the Appropriation Act that no State shall receive less than its FY 1971 grant amount.

[6] Distribution of $74,834,000 on the same basis as [5] above.

[7] Distribution of $53,286,000 on the same basis as [5] above except a change over to the 1970 Census data and a provision in the Appropriation Act that no State shall receive less than its FY 1972 grant amount.

[8] Distribution of $67,500,000 to each State, D.C., and Puerto Rico at 90% of the 1973 grant amount. The distribution to the other four outlying areas was prorated up from 90% of the 1973 grant amount. The Allotment formula contained in Section 305(a) of P.L. 91-230 as amended by P.L. 93-380 was not used because the appropriation amount was inadequate to make such a distribution and also comply with the provision in Section 313(a) of the Act that grants to each State shall not be less than 90% of the grants made to such State in FY 1973.

[9] Distribution of $67,500,000 on the same basis as [8] above.

[10] Estimated distribution of $71,500,000 with 1% ($715,000) reserved for the outlying areas and the balance distributed with a basic amount of $150,000 to each State, D.C. and Puerto Rico, and the remainder distributed on the basis of those 16 and over with less than a high school diploma, (1970 Census), with no State receiving less than 90% of its FY 1973 amount. The distribution to the areas was based on the FY 1974 distribution of funds to those areas.

[11] Estimated distribution of $80,500,000 with 1% ($805,000) reserved for the outlying areas and the balance distributed with a basic amount of $150,000 to each State, D.C., and Puerto Rico, and the remainder distributed on the basis of those 16 and over with less than a high school diploma (1970 Census), with no State receiving less than 90% of its FY 1973 amount.

[12] Estimated distribution of $90,750,000 with 1% ($907,500) reserved for the outlying areas and the balance distributed with a basic amount of $150,000 to each State, D.C., and Puerto Rico, and the remainder distributed on the basis of those 16 and over with less than a high school diploma (1970 Census).

Maximum for State Administration

ADULT EDUCATION ACT
Maximum Amounts Allowable for State Administration
Fiscal Years 1979–1980*

State or Territory	FY 1979	FY 1980	AMOUNT OF INCREASE
Total	$4,380,428	$4,781,905	$401,477
Alabama	75,323	80,385	5,062
Alaska	39,000	50,000	11,000
Arizona	39,000	50,000	11,000
Arkansas	46,279	50,000	3,721
California	279,920	300,584	20,664
Colorado	39,000	50,000	11,000
Connecticut	53,708	57,121	3,413
Delaware	39,000	50,000	11,000
Florida	125,172	134,035	8,863
Georgia	97,468	104,218	6,750
Hawaii	39,000	50,000	11,000
Idaho	39,000	50,000	11,000
Illinois	190,390	204,226	13,836
Indiana	91,214	97,487	6,273
Iowa	47,472	50,410	2,938
Kansas	39,000	50,000	11,000
Kentucky	73,567	78,494	4,927
Louisiana	75,288	80,347	5,059
Maine	39,000	50,000	11,000
Maryland	70,750	75,463	4,713
Massachusetts	90,594	96,820	6,226
Michigan	149,224	159,921	10,697
Minnesota	61,146	65,126	3,980
Mississippi	49,804	52,920	3,116
Missouri	89,971	96,150	6,179
Montana	39,000	50,000	11,000
Nebraska	39,000	50,000	11,000
Nevada	39,000	50,000	11,000
New Hampshire	39,000	50,000	11,000
New Jersey	127,441	136,477	9,036
New Mexico	39,000	50,000	11,000
New York	316,327	339,767	23,440
North Carolina	111,968	119,825	7,857
North Dakota	39,000	50,000	11,000
Ohio	179,830	192,861	13,031
Oklahoma	50,461	53,626	3,165
Oregon	39,000	50,000	11,000
Pennsylvania	213,524	229,124	15,600
Rhode Island	39,000	50,000	11,000
South Carolina	59,605	63,467	3,862
South Dakota	39,000	50,000	11,000
Tennessee	85,354	91,180	5,826
Texas	208,987	224,241	15,254
Utah	39,000	50,000	11,000
Vermont	39,000	50,000	11,000
Virginia	90,546	96,768	6,222
Washington	51,986	55,268	3,282
West Virginia	41,917	50,000	8,083
Wisconsin	74,514	79,514	5,000
Wyoming	39,000	50,000	11,000
Dist. of Columbia	39,000	50,000	11,000
American Samoa	39,000	25,000	(14,000)
Guam	39,000	25,000	(14,000)
No. Mariana In.	39,000	25,000	(14,000)
Puerto Rico	66,678	71,080	4,402
Trust Territory	39,000	25,000	(14,000)
Virgin Islands	39,000	25,000	(14,000)

* 1981 is the same as 1980.

Enrollments, Completions, and Separations

Enrollments, completions, and separations from adult basic and secondary education programs, by State or other area: Aggregate United States, fiscal years 1977, 1978, and 1979

(In thousands)

State or other area	1977			1978			1979		
	Enrollments	Completions	Separations	Enrollments	Completions	Separations	Enrollments	Completions	Separations
Total	1,686.3	616.6	630.2	1,811.1	558.5	667.3	1,806.3	680.5	652.2
Alabama	24.5	8.0	10.2	42.5	9.7	13.4	47.2	11.7	19.5
Alaska	3.8	.4	2.6	3.8	.4	2.6	4.9	2.7	4.9
Arizona	5.9	1.8	4.1	6.5	1.9	4.6	8.9	2.6	6.3
Arkansas	6.7	3.6	2.0	7.1	3.3	2.1	7.9	1.7	2.7
California	252.7	83.5	123.9	281.9	69.3	133.3	188.7	51.5	92.9
Colorado	7.6	2.7	2.1	7.4	3.4	2.5	8.6	4.0	2.5
Connecticut	14.7	8.2	5.4	16.5	9.0	5.6	17.8	10.3	5.5
Delaware	1.1	.6	.5	1.2	.4	.4	1.6	.5	.4
District of Columbia	23.1	2.0	5.6	23.3	8.8	11.7	24.1	8.4	6.1
Florida	339.1	155.5	107.8	378.5	105.4	117.5	395.8	210.4	103.0
Georgia	48.5	19.6	15.9	50.6	19.0	17.3	54.0	22.4	17.0
Hawaii	16.3	6.3	3.5	15.5	1.7	3.6	16.1	1.5	3.3
Idaho	8.7	4.9	5.1	10.0	5.1	6.4	11.9	6.2	6.5
Illinois	62.8	16.3	14.4	68.3	18.8	21.4	74.7	21.7	30.3
Indiana	14.2	5.1	6.6	14.9	5.9	6.4	16.4	7.3	7.7
Iowa	23.8	6.3	8.2	22.7	5.7	10.1	23.5	7.7	8.7
Kansas	15.5	8.7	6.8	13.5	7.0	6.5	14.9	10.9	3.9
Kentucky	22.8	5.7	17.1	25.4	6.8	18.6	27.0	6.8	20.1
Louisiana	13.7	4.0	4.2	13.4	2.7	4.2	14.0	4.0	2.3
Maine	4.5	1.3	1.2	5.1	2.1	1.3	5.0	1.8	1.5
Maryland	26.4	12.5	7.0	30.7	12.6	5.8	29.1	19.6	5.9
Massachusetts	14.3	2.0	7.4	15.1	6.6	6.0	18.4	7.1	7.6
Michigan	31.2	9.1	10.7	36.5	12.0	11.6	38.4	12.1	11.8
Minnesota	6.2	1.9	2.7	7.6	2.3	3.0	8.7	2.8	3.5
Mississippi	11.6	2.0	1.4	13.3	2.0	1.5	14.5	2.9	1.8
Missouri	26.2	11.2	13.0	23.3	8.6	11.2	26.8	11.3	13.8
Montana	3.5	1.1	1.6	3.6	2.1	1.5	3.1	1.8	1.3
Nebraska	7.6	1.8	2.3	7.1	2.2	2.4	6.7	1.8	2.2
Nevada	2.1	.7	.9	2.6	.5	2.0	2.1	1.5	.6
New Hampshire	4.5	1.1	1.4	4.2	1.5	1.4	5.1	1.8	1.3
New Jersey	25.2	9.0	9.3	27.9	10.5	10.5	21.8	5.9	8.9
New Mexico	8.1	5.1	1.2	9.5	5.5	2.8	12.6	8.1	4.3
New York	81.1	17.3	29.2	91.6	24.3	30.1	90.0	15.6	29.7
North Carolina	84.3	27.3	14.0	84.5	28.0	14.0	82.4	28.4	11.5
North Dakota	2.4	.6	.7	2.4	.5	1.1	2.4	.6	.9
Ohio	34.4	11.1	12.2	38.3	13.0	14.3	41.1	13.2	16.7
Oklahoma	12.6	8.0	3.5	11.9	7.6	3.3	13.7	8.1	4.1
Oregon	14.1	5.9	14.1	18.0	6.4	18.0	22.5	13.7	15.6
Pennsylvania	38.7	27.5	11.1	31.2	23.3	7.9	34.0	15.5	10.2
Rhode Island	4.8	1.1	2.2	4.9	.5	2.3	6.2	1.8	2.7
South Carolina	74.8	11.6	25.8	73.0	10.4	20.0	72.2	12.2	31.8
South Dakota	3.8	1.4	1.4	4.0	1.5	1.4	4.0	1.6	1.2
Tennessee	16.2	4.4	4.6	19.0	4.2	5.0	22.5	3.9	6.3
Texas	133.0	46.1	66.5	131.9	39.0	63.0	147.3	32.0	73.5
Utah	16.9	2.0	4.0	19.1	3.0	5.2	17.6	3.4	7.5
Vermont	3.8	.6	1.5	4.4	.6	1.8	4.5	1.2	1.7
Virginia	15.5	3.7	7.7	18.1	4.1	5.5	19.6	4.4	10.3
Washington	10.9	4.7	4.2	12.3	5.1	5.0	13.9	7.0	5.3
West Virginia	16.1	10.3	2.2	12.9	7.8	1.2	11.5	9.0	2.5
Wisconsin	14.2	5.1	12.9	12.1	4.1	7.9	14.3	9.2	5.1
Wyoming	1.7	.7	1.0	2.2	.7	1.2	2.2	.9	1.3
American Samoa	.2	0	0	.2	0		.2	.1	0
Guam	1.1	.6	.5	1.2	.9	.3	1.3	.9	.4
Puerto Rico	24.6	20.7	4.0	24.2	19.9	4.8	26.0	21.6	4.4
Trust Territory	3.2	2.6	.6	3.2	2.6	.6	3.3	2.6	.7
Virgin Islands	.9	.7	.1	.9	.7	.1	3.5	2.5	.7

NOTE: Total of completions and separations, combined, may exceed total enrollments in some States since a participant may be counted twice: once as a completer of a program and again as a separation after entering another program during the year and leaving before completing it.

SOURCE: U.S. Department of Education/National Center for Education Statistics.

Age and Sex

Age and sex of participants in adult basic and secondary education programs: Aggregate United States, fiscal years 1968-1979

Age and sex	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	Percent change 1968-79
Total participants													
Number (000s)[1]	455.7	484.6	535.6	620.9	820.5	822.5	965.1	1,221.2	1,651.1	1,689.3	1,811.1	1,806.3	296.4
Percent	100	100	100	100	100	100	100	100	100	100	100	100	
16-24[2]	21	24	26	30	34	36	37	40	42				
25-34	26	26	27	27	27	27	27	28	27	81	82	81	408.2
35-44	25	25	24	21	19	18	18	16	16				
45-54	16	15	13	13	12	11	10	9	8	13	13	13	148.1
55-64	8	7	7	6	5	5	5	4	4				
65 and over	4	3	3	3	3	3	3	3	3	6	5	6	601.3
Men													
Number (000s)	200.8	210.4	231.1	273.4	362.2	355.8	414.0	548.0	740.3	729.7	768.1	763.3	280.1
Percent	–	–	–	–	100	100	100	100	100	100	100	–	–
16-24	–	–	–	–	37	39	42	46	46				
25-34	–	–	–	–	28	28	27	27	27	84	85	–	–
35-44	–	–	–	–	19	16	16	14	14				
45-54	–	–	–	–	9	9	9	8	7	11	11	–	–
55-64	–	–	–	–	5	5	4	3	4				
65 and over	–	–	–	–	2	3	2	2	2	5	4	–	–
Women													
Number (000s)	243.3	273.1	304.3	347.5	458.3	466.6	551.1	673.2	910.8	956.6	1,043.0	1,043.0	328.7
Percent	–	–	–	–	100	100	100	100	100	100	100	–	–
16-24	–	–	–	–	31	33	34	36	38				
25-34	–	–	–	–	27	27	28	28	28	79	79	–	–
35-44	–	–	–	–	20	19	19	18	17				
45-54	–	–	–	–	13	12	11	10	9	15	15	–	–
55-64	–	–	–	–	6	6	5	5	5				
65 and over	–	–	–	–	3	3	3	3	3	6	6	–	–

[1] Totals for 1968, 1969, and 1970 do not add since a few States did not report sex of participants.

[2] Data for 1968 and 1969 reported age group 18-24.

NOTE: Details may not add to totals because of rounding.

SOURCE: U.S. Department of Education/National Center for Education Statistics.

Race/Ethnic Groups

Race/ethnic groups of participants in adult basic and secondary education programs, by age and sex: Aggregate United States, fiscal years 1977-79

Years and Race/Ethnic Groups	Total		16-44 years		45-64 years		65 years and over	
	Total (000s)	Percent Women	Total (000s)	Percent Women	Total (000s)	Percent Women	Total (000s)	Percent Women
Total Race/Ethnic Groups								
1977	1,686.3	56.7	1,368.9	55	223.9	64	93.4	64
1978	1,811.1	57.6	1,478.9	56	241.7	65	89.6	69
1979	1,806.3	57.6	1,462.6	[1]	239.2	[1]	104.5	[1]
White								
1977	762.7	56.3	613.5	54	106.1	64	43.2	67
1978	817.6	57.4	651.1	55	113.2	65	53.2	70
1979	848.7	58.4	[1]	[1]	[1]	[1]	[1]	[1]
Black								
1977	391.7	58.0	318.3	57	52.1	64	21.3	64
1978	422.0	57.8	346.0	56	55.4	65	20.2	68
1979	418.4	57.2	[1]	[1]	[1]	[1]	[1]	[1]
Hispanic								
1977	377.2	54.9	314.5	53	43.6	64	19.1	59
1978	410.3	56.8	353.0	54	47.7	66	9.6	65
1979	386.7	56.3	[1]	[1]	[1]	[1]	[1]	[1]
American Indian or Alaskan Native								
1977	21.5	55.0	18.2	55	2.6	65	.7	43
1978	22.3	57.1	18.6	56	3.0	63	.7	57
1979	[illegible]	57.0	[1]	[1]	[1]	[1]	[1]	[1]
Asian or Pacific Islander								
1977	133.1	60.7	104.5	62	19.5	63	9.1	58
1978	136.9	63.0	110.7	[illegible]	22.3	65	5.8	64
1979	131.1	59.7	[1]	[1]	[1]	[1]	[1]	[1]

[1] Data on age and sex for ethnic groups were not collected in 1979.

NOTE: Details may not add to totals because of rounding.

SOURCE: U.S. Department of Education/National Center for Education Statistics.

Council Publications

1971	Interim Report
	UNESCO Questionnaire—Third International Conference on Adult Education
19[illegible]	Annual Report
	Career Education
	Federal Activities in Support of Adult Education
	Adult Education Associations and Organizations
1973	Annual Report
	State Demographic Data (Interim Report)
1974	Annual Report
	A Target Population in Adult Education
1975	Annual Report
	(Target Population Document and Recommendations)
	The Roles and Responsibilities of Adult Education Within Parent/Early Childhood Education
	State Advisory Councils on Adult Education
1976	Annual Report
	A Historical Perspective
1977	Annual Report—Two Volumes
	Section I
	Section II—Survey of State Support of Adult Education
1978	Annual Report
	An Assessment of the Federal Adult Education Act Program
	Success Stories of Adult Learning in America
1979	Annual Report
	NACAE Response to the President's Urban Policy
1980	Annual Report
	State Advisory Councils
	The Adult Education Act—A History
	Terms, Definitions, Organizations and Councils Associated with Adult Learning